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ABSTRACT

Testimony concerning the Summer Feeding Program was heard during the June 25, 1971 hearing from R. S. Gribbs, mayor of Detroit, Mich.; K. Gibson, mayor of Newark, N. J. and, Arnold Robles and Edward Koplan, program administrators of Los Angeles County, Calif., and City of San Antonio, Texas. Testimony concerning the withholding of funds for section 32 was heard during the July 22, 1971 hearing from Rev. W. Cunningham and E. Josaitis, director and program coordinator, Focus: HOPE--Detroit; D. Jones, mayor's Committee for Human Resources, Detroit; Senator W. Magnuson, U.S. Senator from Washington; and P. Olsson, deputy assistant secretary, U.S. Department of Agriculture. Among the appendixed submissions to the committee by witnesses was a comprehensive report on the 1968 HOPE Food and Drug Survey involving the comparison study of grocery and drug prices and services. ["The case for iron supplements in infant feeding regimens," by Lloyd A. Filer, Jr., has been deleted from the material presented in Appendix 2, due to its marginal legibility in the original document.]

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NUTRITION AND HUMAN NEEDS—1971

HEARINGS

BEFORE THE

SELECT COMMITTEE ON NUTRITION AND HUMAN NEEDS

OF THE

UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

ON

NUTRITION AND HUMAN NEEDS

PART 6—SUMMER FEEDING PROGRAM and USDA DECISION TO WITHHOLD FUNDS FOR SECTION 32

WASHINGTON, D.C., JUNE 25 AND JULY 22, 1971

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EDUCATION & WELFARE
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SUMMER FEEDING PROGRAM

FRIDAY, JUNE 25, 1971

U.S. SENATE,
SELECT COMMITTEE ON
NUTRITION AND HUMAN NEEDS,
Washington, D.C.

The Select Committee met at 10 a.m., pursuant to call, in room 1318, of the New Senate Office Building, the Honorable George McGovern, chairman of the committee, presiding.

Present: Senators McGovern, Cranston, Cook, and Bellmon.

Staff members present: Kenneth Schlossberg, staff director; Nancy Amidei and Elizabeth P. Hottel, professional staff.

OPENING STATEMENT OF SENATOR McGOVERN, CHAIRMAN

Senator MCGOVERN. The committee will come to order.

I would like to make a brief statement to open this morning's hearings. We have with us the mayors of two cities—Detroit and Newark. These men and other mayors across the country were encouraged by the U.S. Department of Agriculture to develop and expand their programs to feed needy children this summer. They have just been told by that same Department that they will actually receive little or none of the money they were promised earlier they would receive.

Their story is the story of cities across the Nation, cities which care about their children and which were anxious to do whatever they could to ease the strains of summer in the urban areas of the country.

We also have program administrators with us for this hearing this morning, the men who are directly responsible for feeding children in Los Angeles and San Antonio. These are the men who negotiated for the feeding sites, food service contracts, the proposals, and the employees, and these are the men who have just been told they will not have the money they need to operate the programs that they recently negotiated.

I am told that we also have some children in the hearing room today who are visiting Congress this morning, children who should receive meals in the District of Columbia but who will not be fed if money is not made available immediately.

ADMINISTRATION WITNESSES DECLINED TO TESTIFY

I have not mentioned the presence of administration witnesses, because when we invited them to testify they declined to do so. One was too busy, another said it was not his responsibility, and the third claimed his office had not been notified.

Unlike the mayors, the program administrators, and the children, the men who might have made this money available and have made this hearing unnecessary seemed to have nothing at stake and so, for various reasons, declined to attend this hearing. The Office of Management and Budget was willing enough to withhold the needed funds but not to appear in public hearings to answer for their actions.

The story of the summer feeding program has been so confused and so ineptly handled, I think it is little wonder that the men responsible for this difficulty did not want to show their faces. The Department of Agriculture announced this week that it would spend only $32 million for the entire year for the special food service program. That announcement came despite the Department's own admission in a letter to Senator Talmadge and to me that requests for the summer alone will total nearly $27 million, leaving only $5 million for all of the rest of the year. Moreover, the Department acknowledged that funds used last year would not be available this year.

The answer of the Department is to fund cities at last year's level and allow only for what they describe as "moderate program expansion."

However polite the language, the answer is the same: Cities that were promised money will not get it; children who were promised meals will not be fed.

I think we should all keep in mind that this summer feeding program began as an effort to help cities survive difficult summers. This summer gives every indication of being as difficult as any in the past. Broken promises to hungry children and jobless teenagers can only add to the potential for trouble.

Now, that is the reason for this emergency hearing this morning—to prevail on the Agriculture Department, the Office of Management and Budget, and the White House, to keep the commitments that were made and to spend the relatively small sum of money required. We are talking about only roughly $15 million beyond what the Department has now indicated. The Congress has clearly given the authority to use the extra money. This is certainly no time to be pennywise and pound-foolish.

I just want to add one brief announcement. I would like to express my disappointment that the administration did not see fit to send anyone to represent its position this morning. I personally find it difficult to believe that no one among the responsible officials could find time to be here today.

On behalf of Assistant Secretary Richard Lyng of the Department of Agriculture, he did say he would meet with me privately at a time more convenient to him to discuss this matter.

I want to announce that the transcript of this hearing will be sent to Mr. Lyng's office as soon as it is available, and our meeting, hopefully next week, will call for a point-by-point response to whatever is recounted here by the mayors and other officials to be testifying.

I certainly do not intend to let this issue rest until money promised to the cities by the Department of Agriculture has been made available.

Senator Cook, any statements you would like to make before we continue?

Senator COOK. No, thank you.

Senator MCGOVERN. If Mayor Gibson and Mayor Gribbs will come forward and bring any of your assistants with you, we will be glad to hear your statements.

STATEMENT OF HON. ROMAN S. GRIBBS, MAYOR OF THE CITY OF DETROIT, MICH.; ACCOMPANIED BY JOHN M. AMBERGER AND WILLIAM M. NUGENT, MAYOR'S STAFF; DR. WILLIAM CLEXTON, HEALTH COMMISSIONER, CITY OF DETROIT; AND JAMES OLIVER, MAYOR'S COMMITTEE FOR HUMAN RESOURCE DEVELOPMENT

Mayor GRIBBS. Mr. Chairman, I am Roman Gribbs, mayor of the city of Detroit. I want to thank the committee and you, Mr. Chairman, for the opportunity to testify this morning.

I am joined here today by John M. Amberger and William M. Nugent of my staff, by Dr. William Clexton, Detroit's Health Commissioner, and Mr. James Oliver, the director of the Mayor's Committee for Human Resources Development, the agency which administers our poverty program.

We are here on a matter of utmost urgency. There are nearly a half million young people between the ages of 6 and 21 in my city. Nearly 100,000 of them are poor, and most of them receive their only full and complete meal during the 9 months of the school year in the school lunch program.

USDA URGED TRIPLING PROGRAM

To insure that such youngsters continue to receive adequate meals during the summer, Congress 3 years ago provided the special food service program which last summer enabled us to feed 25,000 poor youth every day. Our program was widely acclaimed as a national model. Regional officials of the Department of Agriculture urged us to triple its capacity, to serve 75,000 youngsters every day.

Being somewhat more cautious, we determined that we would try to serve 50,000 youngsters every day this year. We were assured by Agriculture officials that Federal funds would be available to us for as many as 75,000 meals a day.

Mr. Chairman, let me tell you what it means to operate a program of this size, very briefly, if I may. One does not merely take $1.5 million in Federal funds to a local store and buy food to be scattered throughout the city. Rather, we must undergo a very lengthy and complex planning process which in our city involves more than 2,000 people in addition to the 50,000 to be served.

It involves the organization of recreation programs at more than 200 sites throughout the city, communication with the 50,000 youngsters to be served, and with more than 1,600 local citizens who have volunteered to staff the program. We cannot simply turn this program on and off as one would turn a faucet.

We were not informed there were any financial problems until about June 8, when the USDA regional office stated they could not formally approve our application since no funds were available. Alerted to the problem last Wednesday, June 16, both the Senate and House of Rep-

resentatives have expedited legislation concerning the special food service program. And both bodies have approved stopgap funding legislation which gives the Secretary of Agriculture freedom to fund programs if he wishes.

Our "D Day" for the start of this program was the twenty-first of June. Despite frequent contact by the city of Detroit during the past fall, winter, and spring, June 21 came and went without final approval by Federal officials.

Common Council Advanced $100,000

However, because of the need, the Detroit Common Council advanced $100,000, hoping for reimbursement, to make sure that we could start the program on time, that we would not lose contact with the youngsters as school closed, all to insure that kids would not go hungry.

The Federal Government has left us holding the bag. They have urged us to man the serving lines and then, in effect, they have closed the kitchen. They have told us now that we will be fortunate to serve even as many youngsters as we served last year. We will be fortunate to do so, they said.

Mr. Chairman, we have asked for $1.3 million, yet the Department of Agriculture claims the entire State of Michigan is seeking only $636,000, which, of course, is simply not true.

This is not strictly a Detroit problem. In the past few days, members of my staff have checked throughout the country. We understand that three Texas cities alone are seeking more than $900,000 in summer feeding money, yet Agriculture lists the entire State of Texas as requesting only $115,000. Chicago is seeking $2.5 million for its program, yet Agriculture lists the entire State as needing only $1.9 million.

Senator McGovern. Mayor Gribbs, can you supply for the record—if not this morning, in the next few days—[illegible]e requests that are known to you from the various cities you have referred to and what the Department claimed it to be? Do you have the information in your files?

Mayor Gribbs. We have most of it today, and what we don't have we will be pleased to supply as quickly as we can get them.

Senator McGovern. It would seem incredible to me that you testify here that your city asked for $1.3 million and the Department still claims that the entire request for the State of Michigan is around $600,000. I think we ought to have the discrepancies laid on the record* so we can take it up with the Department.

Mayor Gribbs. I will be very pleased to provide that, sir.

This pattern I indicated is repeated through the country. A subsequent survey by my staff in close cooperation with the U.S. Conference of Mayors and the National League of Cities indicated that the Department of Agriculture has proposed programs throughout the country for fiscal year 1972 to the tune of $46.9 million, $30.6 million of which are to take place beginning July 1.

Mr. Chairman, I have enough trouble managing the very complex affairs of the city of Detroit. We have no time to develop programs proposed by the Department of Agriculture which they have no intention of implementing. This Department has fallen down disastrously in its management of this program.

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*See Appendix 1, p. 1574.

CREDITS CONGRESS FOR ACTION

It is to your credit, sir, and to that of your colleagues in the Senate and in the House of Representatives that you have moved rapidly to permit us to use $135 million of section 32 money to feed the young people this summer.

We understand that the administration intends to place a limit of $32 million on spending for this special food service program throughout the year. That is a limit of $32 million against promised or proposed programs of $46.9 million. Such intransigence with regard to spending, following as it does the duplicitous performance by the Department of Agriculture, demonstrates, in our judgment, Agriculture's total lack of commitment.

Mr. Chairman and members of the committeee, time has now run out. What we urgently need now is immediate utilization by the Agriculture administration officials of the funds that have been made available to them through your recent actions.

I respectfully urge this distinguished body to do all within its power to the end that we in Detroit and others throughout the country will be able to feed our poor and hungry youngsters at least one good meal a day pursuant to the clear intent of Congress. Thank you, Mr. Chairman.

Senator MCGOVERN. Thank you very much, Mayor Gribbs. I think you spelled out the issue as clearly and forcefully as it is possible to do, and Senator Cook and I may have questions here a little later, but I would like to hear first from Mayor Gibson and come back to you for questions.

STATEMENT OF HON. KENNETH A. GIBSON, MAYOR OF THE CITY OF NEWARK, N.J.; ACCOMPANIED BY IRA A. JACKSON, ADMINISTRATIVE ASSISTANT

Mayor GIBSON. Thank you, Senator McGovern and Senator Cook. We have come—and I say "we" because, to my right, is my administrative assistant, Mr. Ira Jackson—we have come to testify and we welcome the opportunity to speak before this hearing. We have appeared before several congressional committees over the last year—we have appeared to testify about some basic human needs in the city of Newark.

We have spoken to you and Congress about the need for adequate health care and we have talked about the ravages of drug abuse and about the need to economically revitalize our city so that people can find dignity and meaningful employment.

In all of this, we have talked about what the Federal Government ought to do, what new programs Congress must enact so that basic human rights are insured.

Today, however, we come before you to urge continuation and expansion of an existing program, a program which is designed to feed 27,000 children in the city of Newark this summer.

Many of these children are undernourished. That is a basic fact of our welfare system, which allots 32 cents per meal for the more than 55,000 children on public welfare in the city of Newark. Recent State of New Jersey cuts in welfare will reduce this already inadequate amount even more.

The summer food program will provide lunch and two snacks, which is almost two-thirds of the basic minimum dietary requirements for those growing children. It is a minimal program at best, running only through the summer months for only a small number of the undernourished children in Newark and only providing part of their minimum daily needs.

This spring we urged community groups to organize themselves to apply for funds to administer this program. We did this at the urging of those who had been stimulated by Federal officials.

USDA Statistics Completely in Error

Thirty-six grassroots organizations have applied for almost $1 million in funding to date. We have applied for $970,000 for this program, and yet the USDA statistics indicate that the whole State of New Jersey has applied for only $350,000.

On the assurances of Federal and State representatives, we applied for this money. We have ready 79 neighborhood centers to serve lunches and snacks for a 45-day period, beginning on July 6.

I must point out here that Newark's program last year, 1970, was a very small program, and we are being told, or it is being hinted, that we may be able to serve only those who were involved in the program last year. I didn't take office until July 1, 1970, and I don't believe that the children of Newark should be penalized for the inefficiencies of the previous administration.

We are applying for a relatively substantial program, and we believe that we should receive the full program that we have applied for. Most of us have become accustomed to the broken promises of the Federal Government, but cutbacks in this program will hit us especially hard and it is especially cruel to our inner city residents. You know that the poor of our cities have the same aspiration for their children as you Senators have for your own children, only the poor cannot take for granted the physical and mental growth of their young people.

Malnutrition Is Year Round

I know that many of you are concerned about the effects of this action on the cities this summer. But I am tired of hearing of programs designed to keep the cities cool during the summer months. We walk the streets of Newark during the long cold winters and we witness, 12 months a year, the effects of malnutrition and lost opportunity and alienation.

It must be emphasized that this program is not a wish or a proposal or a bill which you gentlemen are deliberating. It is a public law enacted by Congress. The Congress has seen fit to authorize and appropriate money for this effort. The Federal and State agencies encouraged the local groups to apply because the money was there, and yet at the last moment, in a policy decision which at once thwarts the will of Congress and frustrates reasonable expectations and condemns these children to the same inadequate diet, the administration has arbitrarily held up the money.

The hypocrisy and cruelty of this action, in the light of deliberations to authorize billions of dollars to save failing aerospace corporations, is incomprehensible.

Our children are our most precious human resource, and yet their basic welfare is sacrificed to the rhetoric of a balanced budget. We have been speaking about the need to reorder priorities in America, but this specific example demonstrates that rhetoric must give way to decisive action now.

Hopefully—Administration Just Confused

I would like to think that the confusion in Washington indicates that the administration has its signals crossed. I would like to think that the intent of Congress would not be willfully denied by the agencies responsible for just administering programs.

I would like to think that this particular program which we applied for only after Federal initiative is not just another cruel hoax for the "Newarks" and other major cities of our country. Thank you.

Senator McGovern. Thank you very much, Mayor Gibson, for your statement.

Mayor Gribbs, I know you were personally responsible for the resolution introduced at last week's meeting of the Conference of Mayors in Philadelphia on this issue. I wonder if you could just summarize for us what you see as the view of the mayors at that conference and across the country on this particular problem.

Mayor Gribbs. Mr. Chairman, there was unanimity on the point of view that Mayor Gibson and I have expressed here—first on the need, second on the point of the availability of funds and the high priority of the program. The mayors' reaction was that it is unthinkable that such a resolution is necessary, when we are talking about feeding the poor and the young.

The mayors that had not received or been aware of the bad news were literally shocked. Some of us had advance notice because we had representatives working on it here, in the city, and other areas; and we immediately did what we could best do—unanimously adopt a resolution. I have a copy of the resolution here before me, Senator, if it is not in the record. We could submit it for the record.

Senator McGovern. Without objection, I would like to have that copy of the resolution become a part of the hearing record.*

Mayor Gribbs. Thank you, sir.

Senator McGovern. Mayor Gibson, I wonder if I could direct this question to you. I think all of us are aware that the mayors in a sense are out on the firing line, out on the frontlines, in closer contact every day with the public than those of us here in Washington. We are also aware, I am sure, of the growing skepticism about the Government in general on the question of whether we can really keep our commitments to the citizens of this country.

Is Not This Development Harmful?

Is it not a fact that a development of this kind, where large numbers of people are led to believe that the programs are forthcoming, and then suddenly do not see it come off, has a most harmful and damaging effect on public attitudes toward the Government and the faith of the people in their elected leaders and in those who are responsible for administering these programs?

*See Appendix 1, p. 1573.

Mayor GIBSON. Yes, sir. Senator, we are in the firing line in cities like Newark, and my problem is particularly acute because of the quality of life in the city of Newark. We have to perform. The people are not just going to accept the fact that they have a mayor or they have Representatives who in theory represent them in Washington unless they see some results.

When we come to the citizens, the local groups, and encourage them to apply for Federal funds—as we have done in this case; we have encouraged 79 neighborhood citizen groups to be developed to receive the lunch program; we have sat down with people and had them write out proposals, and they spent many, many hours in writing out proposals so they could develop neighborhood programs for their children; now we are saying, after all of the bureaucratic red-tape that we made them go through in making application for these funds—after telling them that the money was there, then that money does not exist, they are not going to, at the first step, come to Washington.

The first step will be city hall in Newark and, quite frankly, what I will have to do is find a way to get them down to Washington, but I cannot really explain this, and I don't think any mayor is going to be able to explain this problem.

Mayor GRIBBS. Mr. Chairman, if I may add on that point to this extent: In an effort to not disappoint those that had reason to expect this help—the youngsters and the voluntary help and the parents and the poor in our community—in an effort not to disappoint them on the failure of this program to be funded adequately, in effect what I have to do as mayor, even though we have our present budget starting this fiscal year many million dollars in the red and out of balance at the moment, and facing even that kind of budget, I asked the Common Council of the City of Detroit, as indicated in my comments, to appropriate $100,000 to start the program on time in the hope that we would be reimbursed, in the hope that we can continue to maintain contact with those that had been promised and led to believe and to continue the organization that had been programed to provide the voluntary services so that we could have a maximum use of the dollar with the maximum of the food that we have.

LOCAL GOVERNMENT RELIES ON INTENT OF CONGRESS

So the Common Council, in effect, has, and we have risked $100,000 on the expectation that the intent of Congress would be followed and the funds would be provided. We need the program that badly.

Senator MCGOVERN. I would like to ask both of the mayors, before I defer to Senator Cook, this question: As I understand it, most of these youngsters will be fed in recreation programs of one kind or another, that this is a part of a total program. And what will you do now with those programs: Will you cancel out? Suppose this money is not forthcoming. Will you go ahead with the recreation programs without the food, or does everything get canceled or part of it canceled? How does it work out in practice, going on the assumption we can't break loose these funds that the Congress authorized?

Mayor GIBSON. We in Newark, Senator, will have to go through with our recreational programs. We cannot just abandon the established recreational programs, and that is, of course, not what I would like to see in Newark. I would like to see a more extensive recreational program, but whatever we have proposed we will carry out.

Our real problem is going to be, now, making sure that the parents and the children have continued faith in us, and we will have to carry on our recreational program, but we are going to have very difficult times dealing with the dietary requirements of these children during the daytime.

Mayor GRIBBS. With your permission, may Dr. Clexton respond to that question?

Senator MCGOVERN. Yes.

Dr. CLEXTON. Mr. Chairman, we began recreational programs at 30 sites last week, and money will go to 99 locations. We will try to continue those recreational programs but, as was shown last year in Detroit's very successful program, the food is the glue. The lunch is what attracts and motivates the children to participate and look forward to the recreational programs that are the basic aspects of the total program.

Senator MCGOVERN. Thank you very much. Senator Cook, any questions?

Senator COOK. Yes, thank you. Mayor Gribbs, what allotment did you receive last year in this program?

Dr. CLEXTON. $490,000 Federal money, and that was 80 percent of the total cost of the program, which was about $625,000.

Senator COOK. Do you remember what total amount you requested when receiving the $490,000?

Dr. CLEXTON. What we applied for?

Senator COOK. Yes.

Dr. CLEXTON. Last year we told the USDA we could not possibly—because the program was developed at the last minute—feed more than 25,000 children a day. They advised us to apply, and the application will show that at their encouragement, we applied for 75,000 lunches a day in order to set aside funds that were available in case something exceptional happened that we could go beyond our expectations.

Senator COOK. In other words, your application last year indicated that you could feed 75,000?

Dr. CLEXTON. That is what the application was for, yes.

Senator COOK. Now, the USDA says that application was for $502,662 last year. Is that correct?

Dr. CLEXTON. We are talking about the summer of 1970?

Senator COOK. Yes.

Dr. CLEXTON. As I say, the figures of the number of children actually on the application is for 75,000 children a day, or 75,000 lunches a day. The dollars, however, spoke to what we felt we could actually perform.

Senator COOK. So there was really no comparison between the two?

Dr. CLEXTON. That is true.

Senator COOK. Do you recall what your application stated this year?

Dr. CLEXTON. Our application for this year is for 50,000 lunches a day.

Senator COOK. At what amount of money?

Dr. CLEXTON. It would require $1.3 million in Federal funds; the total program would be about $1.7 million.

Senator COOK. When did you file your application for $1.3 million, do you recall?

APPLICATION FILED IN MAY

Dr. CLEXTON. I think it was sometime during the middle of May, sir.

Senator COOK. The mayor's statement recalls that all during the winter and fall months efforts were being made; and yet application came in for $1.3 million, after the May 21 wrap-up date.

That is why I wondered, if there had been discussions all during the winter relative to this program with the USDA, why did the Detroit application not get in until after the date the USDA had scheduled to make a determination of these allocations.

Dr. CLEXTON. As to chronological events, after the program last summer, there was continuous communication between myself, as administrator of the program, and the USDA officials on, first of all, writing the report describing how the program had gone because they wanted to use it for a model for the other cities around the country.

Then, in December, there was a conference here in Washington, at which we were represented, on the summer lunch programs of the various cities in the country. From that period on, there were continuous discussions among Detroit officials and regional officials about expanding Detroit's program.

In April we were dismayed by the publication of Federal guidelines which prohibited the consideration of volunteers' services as a portion of the required local matching contribution.

So, in our continuous discussions then, it was stated that if we could gain the use of voluntary help, there would be no further obstacles to expanding the program. That is why the application was not put in until we won the battle of revising the USDA regulations to allow voluntary help, because our program was based on the use of voluntary help.

Until it was allowed, we couldn't apply with integrity. Voluntary help is the "in-kind" contribution, local matching.

Senator COOK. The voluntary help in the city of Detroit is part of the contribution of the city?

Dr. CLEXTON. About 70 percent.

Senator COOK. About 70 percent of Detroit's contribution?

Dr. CLEXTON. Yes.

Senator COOK. In other words, that 70 percent of the balance of the contribution does not really represent tax dollars of the city of Detroit but voluntary help?

Dr. CLEXTON. Exactly. Senator, may I ask a question?

Senator COOK. Yes.

Dr. CLEXTON. Did you use May 21 as though it was a deadline?

Senator COOK. It was the wrap-up date designated by the USDA.

Dr. CLEXTON. Well, I have had so many negotiations and so many discussions with the Department of Agriculture officials that I might have forgotten it. But I don't remember its being emphasized.

Senator COOK. This was the date I was given. However, may I add that conceivably you will be able to get more funds; but, I think the

Department has indicated that all of these programs will be funded at the same level this summer as they were funded last summer.

Dr. CLEXTON. I hope that is correct. We have not really been given positive assurance even of that.

Senator COOK. In your instance, this is a lot better than the city of Newark, in that they made a request for $900,000, and last summer their request was only $7,155. So, they are in real trouble. By comparison, your problem is peanuts compared to the problem of the mayor of Newark.

$7,000 WON'T HELP UNFILLED OBLIGATIONS

Mayor GIBSON. I must point out here, Senator, we would rather not get this $7,000, because my problem will be in trying to deal with all of these neighborhood centers and groups and how do you distribute $7,000?

Senator COOK. There would be no way you could, Mr. Mayor, and regardless of what your date is, you could always get $7,100 from your city council. It is difficult to get $100,000, but not $7,100.

Senator MCGOVERN. Senator Bellmon, any questions?

Mayor GIBBS. Senator Cook, first may I give you some figures from your State that were acquired by my staff? We are told by Miss Rollins of the school lunch program division, directorate of pupil services, Kentucky State Department of Education, that Kentucky requested $1,006,784 for fiscal year 1972 operations of the special food service program; and for some reason the Department of Agriculture lists that request, your State's request, as $397,500. There is a variance again that appears in the figures for your State.

Senator COOK. Mr. Chairman, before Senator Bellmon takes over, I think it is important to understand and realize the significance of the problem, and also I think it is interesting to note how far we have come. Therefore, I have figures I would like to put into the record that my staff on the committee prepared.

A comparison of the figures shows that in the section for the school lunch program, there was $154.7 million spent in 1968 and the 1971 estimate is $225 million; for school lunch in 1968 there was $4.8 million spent and the 1971 estimate is $356.4 million; and for the breakfast program in 1968 there was $2 million spent and in 1971 it is estimated as $15 million; for the equipment in 1968 there was spent $736,000 and in the 1971 estimate it is $15 million.

Section 6 commodities is up from $55 million to $64.3 million. Special feeding had no appropriation in 1968 and in 1971 it is estimated at $20.7 million.

The summer special feedings, of which we are concerned with today, had no funds at all in 1968, and started with $600,000 in 1969, and the 1971 estimate was set at $8½ million.

I think these figures are important in that they indicate the progress that has been made in this field.

Senator MCGOVERN. Without objection, those figures will be made a part of the record.*

Senator Bellmon.

*See Appendix 1, p. 1590.

Senator BELLMON. Thank you, Mr. Chairman. I would like to ask the mayors what percent of the total school lunch money is used for summer feedings in each of your cities.

Mayor GIBSON. Senator, I really can't give you that answer precisely. We have about 18 schools to be running summer programs this year, as opposed to close to 70 elementary schools. That is a kind of relative percentage, and the summer school program will run close to 8 or 10 weeks.

Senator BELLMON. Do you have in Newark available funds for free or reduced-cost lunches for children who are in the independent schools?

Mayor GIBSON. Yes, sir.

Senator BELLMON. But those programs are run separately from the other preceding programs?

Mayor GIBSON. Yes, sir.

WHY ARE PROGRAMS SEPARATE?

Senator BELLMON. Is there some reason why they are separate?

Mayor GIBSON. Well, I think the basic reason is that our educational system is operated by a separate board of education. The city itself does not run our educational system. We have a separate board of education. They have their own budget. We supply a portion of that budget. Another portion comes from the New Jersey State aid to education.

So their budget problem is dealing primarily with education. However, this lunch program we are talking about here will deal with a city of Newark operated program dealing specifically or mostly with recreation.

Senator BELLMON. Are you short of funds for the school lunch program for the regular summer school?

Mayor GIBSON. No, sir. That is budgeted for the school year. That was part of the regular educational budget that extends and includes the summer program.

Senator BELLMON. Is there, by chance, any surplus in that fund?

Mayor GIBSON. No, sir. We are having a very difficult struggle with my board of education about what they consider an additional need from the city of Newark, and I am saying they are going to pare down the costs, so there is no surplus. We are presently having a fight over $5 million.

Senator COOK. They know what it is like to have their costs cut like the Federal Government has to sometimes cut in its programs?

Mayor GIBSON. Yes.

Senator BELLMON. How large a contribution does the city of Newark make to the regular School Lunch Program?

Mayor GIBSON. It is not contributed for specifically the School Lunch Program. What we do is put in $50 million to $60 million—this year, $55 million included in the normal educational budget—and the educational budget runs approximately $80 million, and the city of Newark, puts in a large portion of the educational needs for the city, and the school lunch program is part of it, including the summer program.

Senator BELLMON. Do you happen to know how much the school system gets from the Federal Government for the School Lunch Program?

Mayor GIBSON. I can't give you the exact figure but we can provide it.*

Senator BELLMON. I would appreciate it. I am curious why we don't somehow or another blend the two programs, and we can get it later.

Mayor Gribbs, now can you tell us about the situation in Detroit?

DETROIT'S SITUATION SIMILAR TO NEWARK

Mayor GRIBBS. It is similar to Newark's situation. In the first place, the board of education is a separate legal entity and operates separately; and, second, they have only a few schools open in the summer, and this year it is fewer schools because they have a fiscal problem of great magnitude, because there are very few classes being made available in the summer.

Thus, the city last summer and this summer intends to pick up where the school program leaves off and feed the youngsters. That is why it is most important that the transitions be made right when school is out, and that is why the city of Detroit advanced the $100,000—so we could hang onto the kids and integrate them into a recreational and summer lunch program without losing them and without the great expense of making it known and finding those that are hungry, and picking up quickly right at the day the school is out.

Senator BELLMON. Do the cities support a program with these meals at the school facilities, schoolhouses?

Mayor GRIBBS. No, Senator. Meals are provided mostly at recreational or community centers throughout the city. As I recall, we have planned that the program be conducted at more than 200 different sites.

Senator BELLMON. Do you have to build separate kitchen facilities?

Dr. CLEXTON. It is a cold-lunch program.

Mayor GRIBBS. Box lunch.

Dr. CLEXTON. USDA class A lunch.

Senator BELLMON. Do you see any reason why these two programs—the summer programs and school lunch programs—could not be merged together?

Dr. CLEXTON. Senator, in our discussions with USDA officials, the reason they are negative about the special food service programs, the summer lunch program, is not a question of money. The USDA officials told me repeatedly the reason they are not in favor of this program being expanded is because it was abused in some cities last year. They felt the regulations were not adhered to.

Our position has been, from the beginning of this discussion:

USDA, monitor your programs and regulations so they are adhered to. Detroit adhered to them last year. Don't punish us by not allowing us to have the program again, when we complied with your regulations, because somebody else abused them.

Senator BELLMON. I was thinking more or less from the standpoint of the students who have been accustomed to a school lunch for 9 months a year, going to school and receiving a reduced-cost lunch, and then suddenly the school is closed and he is expected to find some other place to go, playground or some other location; he might be considerably confused.

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*See Appendix 1, p. 1580.

Dr. CLEXTON. That is absolutely correct. Many of our community organizations that we plug in use the school playground as the site for recreational activities for the same kids that go to that school. In fact, in Detroit this summer most of the schools, the buildings themselves, are closed because of lack of funds to pay the janitors and keep the building open, so we just use the playgrounds themselves through a community organization in the neighborhood.

Senator BELLMON. I would also like to suggest it might be easier for the program to be funded and administered and be watched over, if this is a problem, to avoid waste, and perhaps some misuse of funds, if it could all be—what I am saying is have a 12-month program rather than one of 9 months and 3 months and put it all in the same program.

Mayor GRIBBS. It could well be done by the board of education, assuming they would be able to finance an "in kind" contribution. Most of our "in kind" contribution is voluntary help.

Again, the city budget, as well as the board of education budget, has a serious deficit problem, and thus there will be some resistance. Nonetheless, last year we jumped in there and took advantage of the program to feed those that had to be fed, and we are continuing to do so this year. If administratively it makes it easier or more efficient for the board of education to do so, we have no objection at all.

Senator MCGOVERN. Will you yield there just a moment? I wanted to ask Dr. Clexton to comment further on your statement the USDA people have been somewhat negative about the program because of beneficiaries in some of the cities, and I understood Mayor Gribbs to say the Department officials urged you to expand the program, and how does that square with what you just said about their being critical of an expansion of the program?

DETROIT'S PROGRAM WAS MODEL

Dr. CLEXTON. They urged Detroit to expand the program because it was, they felt, a model of how to run the program within their regulations.

Senator MCGOVERN. Well, is the current cutback in the program that produced this crisis that we are talking about here this morning—is that a result of USDA's skepticism about the way the program was operated in other cities?

Dr. CLEXTON. I can only give you my interpretation of it. It is obviously not due to a lack of money. There are funds in section 32 that have been unused and could have been or can be used.

The reaction I get from USDA officials, both regional and in Washington, especially in Washington, was that they were not in support of the program because of its abuse last summer in various cities.

Senator MCGOVERN. That is not like any explanation I have seen from the Department. The strong impression I have is that the Budget Bureau has put a lid on the spending and has told the Department of Agriculture: While the funds were authorized and appropriated by Congress and are available, as you say, that the Department can't spend them and it is a matter of money; and maybe I am wrong on that, but that is the strong impression I have had of the explanations that have been made for these cutbacks.

In other words, this is the first time I heard any Department of Agriculture person had said that they are dissatisfied with the admin-

istration of the program. I thought it was purely a matter of a budget squeeze.

Dr. CLEXTON. I was told by Washington USDA officials that one city abused the regulations to the extent they had made $400,000.

Senator COOK. What city was this?

Dr. CLEXTON. I do not know. I don't remember. That city was not identified.

WHAT IS REAL USDA REASON?

Senator MCGOVERN. I think it is important that the committee get to the bottom of this, and perhaps these are the questions that we need to take up with the Department next week, because either the budget is squeezed or is not, and, if it is, it is an entirely different matter from saying they are dissatisfied with operation of the program. But if it is the latter that is at fault, then certainly a city like Detroit or others that are trying to operate this program, as you say, should not be penalized.

Mr. NUGENT. May I comment on that?

Senator MCGOVERN. Yes.

Mr. NUGENT. As a whole, the Department of Agriculture might be said to be ambivalent toward the special food service program. Regional officials enthusiastically and almost unrestrainedly sold the program. Some Washington officials were dissatisfied with its administration in previous years and took steps which would have cut back the program. And the Federal eminence gris, the Office of Management and Budget, strongly opposed the program's expansion for budgetary reasons. Somehow, however, OMB's reluctance to spend apparently was never conveyed to Agriculture's regional officials who were actively selling the program.

Our conversations with Edward J. Hekman, administrator of Agriculture's Food and Nutrition Service, and Herbert Rorex, director of the Service's Child Nutrition Division, show their dissatisfaction to be concentrated on the matter of voluntary services. For us this was a crucial issue.

As Dr. Clexton indicated earlier, last year a major portion of our required local contribution was voluntary services. There was no doubt, even in Agriculture's mind, as to the validity of the claims for voluntary services. Agriculture officials praised our recordkeeping in that regard.

According to Hekman and Rorex, however, such was not the case elsewhere in the country. They indicated that other cities had proposed to use voluntary services as the required local contribution but, once their programs were funded by the Federal Government, omitted any involvement of volunteers. This reduced the size of these cities' programs and left the Federal Government paying the entire cost.

Agriculture's Inspector General discovered this abuse of the program, which—I must repeat—did not occur in Detroit, brought it to Hekman's attention, and urged him to curb the abuse.

GUIDELINES—CHANGED INSTEAD OF ENFORCED

Rather than police the existing, fair, and practical guidelines, Hekman issued new guidelines which prohibited the consideration of volunteer labor as a portion of the required local contribution.

If those guidelines had stood, they would have gutted the program in Detroit and many other financially hard-pressed cities. Fortunately, however, Agriculture reconsidered its position on volunteer match and now accepts the evaluation of volunteer services as a contribution to local match.

Simultaneously, the Office of Management and Budget apparently had decided arbitrarily to limit the special food service program to an annual budget of $20,775,000, and obviously somewhat less than that figure for the summer portion of the program.

Thus, in both the volunteer services and overall budgetary aspects of the program, the Federal Government could be described as dissatisfied with any expansion of the program.

But regional officials obviously were satisfied with the program; they were urging its rapid and substantial expansion.

Knowing that the special food service program had cash surpluses on hand at the close of previous fiscal years, regional Agriculture officials aggressively sold the program, thus to insure that money available this year would be entirely used.

Let me read to you, very briefly, from a memorandum from the Chicago regional supervisor of child nutrition programs to potential sponsors:

> * * * we want to reach many more children. Do you know of any non-profit summer programs or day care centers which will be in need of financial assistance with food costs? Cash reimbursement, as well as federally donated foods, are provided, along with technical assistance and guidance * * * If you know of any, please contact the USDA * * *

Such zealousness in an attempt to feed poor youth is commendable, but I think Agriculture picked up a little too much momentum and oversold the program.

Just how much the Department oversold the program is virtually impossible to say. The problem is similar to that of a mouse trying to wrestle an elephant; you can't quite get on top of the whole thing.

The difficulty appears to be in Agriculture's management and reporting system. I didn't come here to be critical of the Department; all we are trying to do is feed our young people. But we have been unable to determine the dimension of the problem.

Accurate Cost Figures Unavailable

The problem first surfaced 10 days ago, while we were attending the Conference of Mayors in Philadelphia, when Agriculture revealed that it would be financially unable to fund programs at the agreed-upon levels. At the Conference and since, we have contacted mayors throughout the country and have been in touch with State departments of education to determine the aggregate need. We can't get those figures, nor do we seem able to get them from Agriculture.

The $46.9 million figure we used today as an approximation of the total need for the country was developed by contrasting various documents of the Food and Nutrition Service, and further comparing those figures with information received from mayors' offices and statehouses around the country.

And the $46.9 million is not an all-inclusive figure; even more discrepancies are being discovered. For example, the $600,000 discrepancy, which Mayor Gribbs mentioned for Kentucky, came to light only this morning; it is not included in the $46.9 million.

Nobody seems to have the correct figures. I don't know what the problem is, but the least we can do is get the figures so we know the full demand for the program. Then, if funds are insufficient, say so. But that, from what we have heard, does not appear to be the case.

And as one final point, Mr. Chairman, I would like to suggest that the Federal Government gather this sort of information well prior to June, so that we might more effectively plan and implement the program in the streets and playgrounds. Perhaps this fall would be the best time to plan for summer 1972.

Senator McGovern. I agree. I cannot understand how the cities can be expected to do their jobs and administer programs effectively if they have no idea how much money will be available until the day the programs are to start. And I would like to say that I consider it important that we find out whether our problem over the summer feeding programs is a shortage of money, a budget squeeze, or whether the Department is just dissatisfied.

I think, Mayor Gribbs and Mayor Gibson, if you can furnish to the committee any copies of correspondence you have that will indicate the effort on the part of the Department of Agriculture to expand this program so we get some indication of whether pledges were made and whether the cities were urged to move ahead on this, I think it would be important to put it in the record*. Is it possible that such correspondence can be given?

Verbal Pledges Hard to Document

Mayor Gibson. What we have in writing we will be glad to provide; however, I would like to point out that many of the urging communications have been verbal telephone calls and instructions at meetings, and I find that sometimes when you try to document things you already know, you will end up very short because those letters don't exist.

Senator McGovern. There is no question you were urged by regional officials of the Department of Agriculture to expand this program substantially this summer and then a few days ago were told that funds were not available; that is substantially right?

Mayor Gribbs. That is correct, Senator. In our case as well, Dr. Clexton advises me, most of the conversations were over the telephone or in conference, very little in writing. What we have we will be pleased to present.

Senator McGovern. Senator Bellmon, I didn't mean to hold the floor.

Senator Bellmon. I have one other line. I am curious what the attitude of the USDA is regarding the use of OEO guidelines for volunteer services, and do you have any knowledge of whether or not these two agencies are generally using the same guidelines?

*See Appendix 1, p. 1579.

Mr. NUGENT. Again, I cannot speak definitively about that. However, I believe they are now using the same guidelines—and guidelines which, by the way, will apparently be applied governmentwide. We recently received from the Office of Management and Budget a draft copy of principles for the determination of "in kind" contributions and local shares of Federal programs. That was dated June 10, this year. That statement of principles coming from OMB indicates that voluntary services will be included.

NEED ONE STANDARD GUIDELINE

Senator BELLMON. It seems if we had just one standard set of guidelines for all Federal agencies, it might get away from criticism that was raised that the program has been abused. It could be we are using different standards to evaluate the services.

Mr. NUGENT. OMB seems to be in the process of doing it, Senator. Assistant Director Dwight Ink, there, is developing it.

Senator BELLMON. I think it might be worthy of the committee's determining, to make certain OEO and USDA are together in the deal.

Senator MCGOVERN. Yes.

Senator BELLMON. Mr. Chairman, those are all the questions I have.

Senator MCGOVERN. Mayor Gribbs.

Mayor GRIBBS. Mr. Chairman, I have been handed two communications that I would like to call to your attention, at least three paragraphs of one, a letter from R. J. Nelson, Supervisor of Child Nutrition Program, headlined: "Subject: Summer Programs," and it is to potential sponsors, Special Food Service Programs. Unfortunately, the Department of Agriculture has a habit of not dating its communications.

There is an introductory paragraph indicating the services last year, and then it says as follows, and I quote:

> Of 327 midwestern programs, 172 were summer-only programs. Sponsors were YMCA's, churches, youth opportunity programs, universities, school districts, park districts, and welfare departments. They were all concerned with the needs of children for supervised activity and nutritious meals during nonschool months.

I emphasize this, the third paragraph:

> Again, this summer, we want to reach many more children. Do you know of any non-profit summer programs or day care centers which will be in need of financial assistance with food costs? Cash reimbursement as well as federally donated foods are provided along with technical assistance and guidance.
>
> We are interested in making contact with summer day camps, child care centers, park programs, and educational and recreational centers which will qualify. If you know of any, please contact USDA Special Food Service Program for Children at 536 South Clark Street, Chicago, Illinois, or phone 312-353-3657 or 58. Sincerely.

Senator MCGOVERN. I think that makes a point, Mayor Gribbs, as clearly as it can be made. Thank you very much for your testimony today, Mayor Gribbs and Mayor Gibson and associates. You have been very helpful to us.

Mayor GRIBBS. Thank you, sir. It was a pleasure.

Senator McGovern. The two final witnesses are Mr. Robles of Los Angeles and Mr. Koplan of San Antonio, two program administrators, and we are very anxious to hear from them now.

Mr. Robles, do you want to lead it off?

STATEMENT OF ARNOLD ROBLES, PROGRAM ADMINISTRATOR, LOS ANGELES COUNTY, CALIF.

Mr. Robles. I, too, was in receipt of the letter. I called the number and I spoke to a representative of Mr. Nelson and was ushered to a name in Washington, USDA, and then sent to regional USDA, San Francisco.

This was approximately the first part of April that I was in receipt of the letter. It sounded so good that I made a number of phone calls, and it was indicated to me that USDA regional wanted to become associated with the program in Los Angeles County.

Cities Unified for Common Cause

I took a testing of the communities within Los Angeles County, of which we have 77 incorporated cities. Much to my amazement, this was one of the few times that most of these cities all unified themselves behind one common cause.

I then contacted USDA again, regional, and said: Yes, we were definitely interested; yes, we wanted to do something about it. In turn, they suggested that I involve the Department of Education, State of California, since they are in receipt of the funds.

I contacted Mr. Hemphill at that time and spoke to his assistant, Mr. Weber. They, too, were interested in the program that we attempted to indicate. Mr. Weber and his assistants came to Los Angeles from Sacramento and spoke to us and solidified my thinking that this was definitely an excellent program.

We then arranged a meeting at which time I was to invite all of the 77 cities and other interested agencies, and at that time Mr. Bradley of USDA regional would be there, along with Mr. Weber from the Department of Education.

We met, and at that time the interested cities asked the representatives of the State and the Federal Government the questions pertinent to the lunch program. I have a quote from a Mr. John Barr, who represents the City of Los Angeles Parks and Recreation Department, and at that meeting Mr. Barr asked me the question, since I was chairman, he said:

> Mr. Robles, if we get 1 million children, can you find the money?

I then turned to Mr. Bradley and said:

> Since the question should be directed to you, why don't you answer it?

Mr. Bradley's statement was:

> You get the children; we will get the money.

We tried to give Mr. Bradley an estimate of the number of children involved. We have 600,000 youngsters, disadvantaged youngsters, in Los Angeles County. We felt that 200,000 would be a target figure. This was decided at that meeting.

We started out. We notified agencies, we spoke to cities, and I have in front of me letters from various programs, such as the Headstart program, Mexican program, universities, et cetera. We soon totaled up—this was on May 21—we totaled our figures, and they came up to 272,000 plus.

I contacted Mr. Bradley. This was on May 26. I have an answer. He said: Dear Mr. Robles:

> Thank you for calling Friday to give an up-to-date estimate of the participants on your anticipated summer feeding program. It is obvious you have done an excellent job of promoting this program since present estimates indicate a participation of 273,000 children per day. We have advised our Washington, D.C., office of this participation for a lunch and supplement at a reimbursement rate of 30 and 10 cents, respectively, for 10 weeks, which would run approximately $100,000 per day or $5 million for the entire summer program. A review of the funds situation will be made, and they will advise us as soon as possible.

Now, that was May 26. We were hoping to start the program in the middle of June, but we concede that time was running short. I continued to call Mr. Bradley to attempt to obtain an answer. He couldn't give me one.

He suggested that I contact Mr. Rorex—and this was on June 1—USDA, Washington. I spoke to Mr. Rorex, asking him for a commitment on funds. He said he did not have the fund commitments at fingertip. I said:

> Well, I am involved with 273,000 units, and I need some kind of answer for my people. What would you do if you were in my shoes?

What USDA Said To Do!

He said:

> Well, (1), that we not serve lunches, that we enlarge the supplement; (2) ask the participants to make some kind of financial donation; (3) reduce the total number of participants in the program.

Then he suggested just the possibility of serving milk. Those were Mr. Rorex' answers to me to attempt to answer my constituents.

As it stands right now, we have commitments for 306,121 lunches per day, and it grows daily. To be honest, I really don't know how to answer these people. I feel that USDA has made a number of promises to us and we would like to see them uphold their promises to us.

I think when you start dealing with one of the very basic necessities of poor people, which is hunger, that before we can talk to them about education, recreation, and these other things, we have to untie the knot in the middle of their stomach and attempt to subdue the growl, and we can only do it by feeding. Once we have attempted to feed them, then we can do these other things but not until then.

I feel that, as we sit right now, that if we do not receive funds for this summer, that we are going to have a mighty hot summer in Los Angeles County.

Fund Allocation—Two Days' Operation

About 2 weeks ago, Mr. Weber's office and Mr. Bradley's office called me and said: We now have the allocation of funds for the State of California. We have allocated California $863,000. Mr. Weber of the

Department of Education said: We have already committed for ongoing programs $200,000—rather $600,000—leaving a remainder for the summer programs for the State of California of $263,000, which would be about 2 days' operations for our program alone in the county of Los Angeles. We are in dire need and we do need help. Thank you.

Senator McGovern. Thank you very much, Mr. Robles. I think before we question you, we will hear Mr. Koplan's statement and come back to you.

STATEMENT OF EDWARD KOPLAN, PROGRAM ADMINISTRATOR, CITY OF SAN ANTONIO, TEX.

Mr. Koplan. Thank you, Mr. Chairman. The city of San Antonio has been involved in a nutrition program for the youngsters in the summertime in one form or another since 1968, and funding sources have been OEO for the 1968 program, and for 1969 we were able to work out some negotiations with USDA for expanding the program, but our program has always been one of just providing the food supplement to the youngsters. We had never felt that we could get into the financial commitment of providing the noon meal and two food supplements of the more ambitious programs.

This year we began negotiations with the Department of Agriculture on our standard supplement program in February. I made a visit to the regional office at that time, and we discussed the possibility of the city of San Antonio's entering into a noon meal type of arrangement.

The question of how much the Department would provide for this noon meal came up obviously, and we found out that there were two possible ways of funding. One would be reimbursement of 30 cents for the noon meal, which we didn't feel was a realistic figure; and the other way was to go 80–20 of the total cost, with USDA paying 80 percent and the city paying 20 percent.

We had the Department of Agriculture officials in San Antonio on several occasions to discuss the question of inkind and what is inkind. I have a letter from the regional office of USDA which is dated April 12, in which there is a direct statement that inkind assistance may not be used for the sponsor's 20 percent share.

Again, I felt here this was a question of semantics, and we were not planning to use voluntary staff; the staff was paid for by the city recreation department or other agencies that operate the summer programs.

We were still unable to get any clear-cut answer as to the 80–20 situation, and our new mayor, John Gatti, went to Washington and had discussions with people from the Department of Agriculture, who were still unable to get any determination, and it was still that the city would have to come up with 20 percent cash money.

What we are talking about, Mr. Chairman, is not as ambitious a program as Los Angeles but we are talking about 20,000 meals a day. We think this is an extremely realistic figure. Last year, the summer programs in San Antonio registered 42,000 youngsters, but we figure an average of about 50 percent participation in the programs on any given day.

Phone Conversations Give Assurance

I was in a quandary as to whether to apply for the standard milk and cookies or apply for the noon meal; and USDA, again in a phone conversation, assured us that the money would be available for the noon meal.

I was in contact with the Youth Coordinator of the city of Oklahoma City, Mr. Roosevelt Turner, and he advised me of guidelines that he had from USDA that spelled out this 80–20 situation and the question of inkind. He sent me a copy of this, and these guidelines which were dated May 18 and were received in my office the latter part of that month.

Senator McGovern. May we have that material?*

Guidelines Refer to OMB Circular A-87

Mr. Koplan. Yes, sir; you may. These guidelines make reference to Office of Management and Budget Circular A–87, which is the standard circular that deals with the non-Federal share, as I understand it.

The city of San Antonio felt we had something then to base our 80-20 on, and we felt we could go with a noon meal and the supplement program and it would cost approximately $200,000 a month, Federal share, to carry out this program.

The Department of Agriculture—again we had been in telephone communication with them and explained what our situation was and that our request would be for approximately $200,000 a month. They said this was entirely reasonable and they concurred with it and, if we could live up to the guidelines in A–87, that we could have a program.

Our city manager then presented to the city council what we had proposed to do, and by ordinance the council agreed for the submission of the application to the Department of Agriculture.

Because we did not receive the guidelines in time, until the latter part of May, and because of the open meeting law requirements in the State of Texas, and many other things, and Council action needed to be taken on this question, we could not get the application in to the Department of Agriculture before June 1. As soon as the council passed the ordinance, I took the application and got on the plane and hand-carried it to the regional office.

If I may, Mr. Chairman, I would like to read our letter of transmittal to the USDA for the record. This is to Mr. Gene Good, Supervisor, U.S. Department of Agriculture, Southwest Region, Dallas, Tex.

Dear Mr. Good: The City of San Antonio is making application by means of this letter and attached executed agreement forms for special food service summer program. This program will be operated by the City in the disadvantaged areas of the community. These areas are designated by City departments involved in the overall summer effort and in conjunction with the boundaries established by the Community Action Agency and Model Cities Department.

This program will be operated on behalf of the children attending the Summer Enrichment Program. The Food Service Program will provide a noon meal as described in Schedule B of the attached agreement and supplemental food service as described in the same schedule.

*See Appendix 1, p. 1581.

The San Antonio Special Food Program will be provided to all children attending the program in the disadvantaged areas at no cost.

The City requires financial assistance for the cost of obtaining the food, and operating cost in lieu of reimbursement for meals. The City understands this financial assistance is not to exceed 80 percent of the operating cost of the program.

The City of San Antonio also understands for the purpose of determining the 80 percentum factor, that the City will use established standard procedure in conjunction with A–87 as it applies to this program.

The overall program operated by the City will be based essentially on operation of the summer '70 program, and there will be approximately 95 neighborhood-based centers with an average daily attendance of 20,000 children.

The program will operate from June 7, '71, to August 13, '71. This schedule could be set back one week; however, the overall operating period will be approximately 50 days.

The average cost per meal and supplement have not been let for bid because of the State law and City charter. However, the anticipated food and operational cost will be 65 cents per child.

The City of San Antonio is extremely interested in being able to provide this program as outlined in the request for our children. The City feels that it is vitally important to the health and well-being of the children in the summer as well as serving as an important supplement to the nutritional base given to these children during the year in the School Lunch Program.

I must point out because of financial as well as budgetary limitations, the City of San Antonio can participate in the above outlined program only if approved for financial assistance on an 80–20 basis.

Should you require additional information or statistics on the San Antonio Program, please contact Edward Koplan, and I am sure that the Department of Agriculture shares my enthusiasm for the positive benefits of this program that this program will provide for the children of San Antonio.

Now, based on what we were told by the Department of Agriculture in a letter of June 4, which says the San Antonio program will be approved, I went to the city council and asked that an ordinance be passed setting aside $600,000 based on $200,000 a month from the city general fund, which were funds that had already been committed for other purposes, but we did not feel, because of the reimbursement time required, we could ride the food suppliers for a 90-day period; Agriculture said it could take that long before we received reimbursement.

We received our final letter of acceptance for this program, Mr. Chairman—this was dated June 15, and it had an important paragraph in it. Heretofore—and again let me remind you that San Antonio had been involved with the milk and cookie aspect of a nutrition program—we had every summer been confronted with the question of June 30 and the fiscal year, but we never found it to be a problem, and the Department of Agriculture would always just send us a new contract number, and we would continue right on with the program.

The letter of transmittal we received from the Department of Agriculture, says that our program has been approved and that it has been approved for the period shown in agreement from item 7, and I want to make that a part of the record.

Item 7 says:

This program will operate from June 7 to August 13.

But then it says in the next paragraph:

This will advise that the present legislation for a special food service program for children expires June 30, 1971. The Department has requested legislation to continue the special food service program beginning July 1, 1971 and has included funds for the program in the 1972 fiscal budget request. In the event that the program is continued, we will contact sponsors which operate after June 30, 1971, as soon as practical after July 1, 1971.

Well, when we received this, we had suppliers who were sitting there and looking at the program and we had commitments that we had to make as a city for the full term of the project, and then, based upon the meeting that was held in Philadelphia, at which our mayor was in attendance, the city of San Antonio has had to just pull up on the program and wait and see what is, in fact, going to happen with the legislation. This is our position.

Senator McGovern. Thank you very much, Mr. Koplan. I hope we can have all of that material, that you referred to, made a part of the record.*

Mr. Koplan. Yes, you may.

Senator McGovern. I want to welcome Senator Cranston, who is now sitting in on the committee, being the Senator from California.

Mr. Robles, were the families notified—that is, children, their families—that this summer feeding program would be available on the standard basis for the summer?

Mr. Robles. Yes, in most of the smaller agencies, notification was given to the parents.

Senator Cook. Are you saying that you got out almost 300,000 notices?

Mr. Robles. No; I mean in the smaller agencies which involve maybe 20 to 50 to 200 lunches, they notified the parents, not our particular department.

Commitments Made To Enlarge Program

We did not make a general notification to individuals, but we did commit ourselves to the city park and recreation department, and one of the stipulations we had put into our program was that individuals have to be involved in a 3-hour organized program, which meant that many of the agencies had to redesign summer programs in order to qualify. In many cases, it meant employing additional people to carry out these functions.

So, as it stands now, the majority of communities and agencies that have employed additional people are also asking the question of whether they should keep them on for the rest of the summer or let them go.

Senator McGovern. Was publicity given to this matter in the Los Angeles press? I am trying to get at, of course, whether the parents of these children generally were led to believe that the program would be available this summer on an expanded basis.

Mr. Robles. Yes. The notification went out, not only to the Los Angeles Times but to the other, smaller newspapers throughout the county via their particular departments—recreation, health, and so forth.

Senator McGovern. Is that true in San Antonio, too?

Mr. Koplan. Yes, it was, and we have copies of the newspaper articles, and if the committee wishes, we will make them available.

Senator Cranston. May I ask a question there. Was it at the specific recommendation or urging of the Department of Agriculture that you put out this information that funds would be available?

*See Appendix 1, p. 1582.

Mr. ROBLES. Yes, and, as you know, Senator Cranston, last year the county of Los Angeles was not involved in the program. It was only after contact by USDA that we became involved. To our surprise, it just took off.

Senator CRANSTON. They specifically told you it would be available and you should notify your people that it would be available, is that correct?

Mr. ROBLES. Yes; this is the reason we brought together the agencies and the other cities and also had USDA make the announcement to them.

Senator CRANSTON. Mr. Koplan, is that true in your community?

Mr. KOPLAN. Yes, sir, that is correct. I might point out, Senator Cranston, it was much harder to sell the established city departments on the practicability of this type of program than it was to sell the various Federal agencies. Now the purchase department and finance department and the legal department and all of the rest of the city departments involved in putting it together are saying, "I told you so," and maybe it is true.

Senator MCGOVERN. Mr. Koplan, isn't it going to be that much more difficult now, if we cannot restore the promised money, to sell these programs in the future or other federally financed programs?

Mr. KOPLAN. Well, I think that people who are opposed to the Federal funding, Senator, can point their finger down the line and say, "Well, you know, this is just another one of those things. The cities have been built up to this point and everyone is ready to expect the program, and then the next thing we know the program is not there."

WHOLE MATTER IS JUST INCREDIBLE

Senator MCGOVERN. What strikes me as just incredible about this whole matter is that the Congress has authorized $135 million in section 32 funds for this use, a total of $35 million by June 30 and then another $100 million for fiscal year 1972. All we are really asking for here is something around $15 million. It just seems to me outrageous that we cannot release even $14 million or $15 million to meet these commitments that were made—not only commitments but actually also considering the initiative on the part of the Agriculture Department in urging these cities throughout the country to expand their summer feeding programs.

As you gentlemen recall, this program really got underway a little over 3 years ago, at a time when we were very concerned about the unrest in the cities and the great deal of trouble they were having, and one of the tools that was seen as a helpful device—not only because it was worthwhile in its own right but because it would help relieve some of the tension and pressure in the cities—was to expand these feeding programs.

I really cannot understand the squeeze that has been put on this program this summer.

Mr. KOPLAN. Senator, one other point. In order that we can try to salvage some of this program, the city pulled various departments together and said: All right, what can we do? We had a commitment for the month of June of $200,000. I have the signed applications here. So

the various city departments sat down and said: Well, if we could get that commitment, maybe we can run a part of a program.

So we then, our finance people, contacted the Department of Agriculture regional office and said: If we encumbered this $200,000 and don't get any more money, we can still run a part of the program. Will you let us do this?

We were told: No, we couldn't do that. We said: Well, if we give a purchase order for this money and buy this amount of food to be delivered at a future date, can we do that? We were told: No, we couldn't do that; it had to be spent on a daily basis as allocated or would have to go back to the Treasury.

Now, this is sort of like hanging a grape over our head and saying, "Here it is, but you can't have it." I don't understand the logic.

Senator McGovern. I think it is frustrating to Congress when we make these funds available—and there is no doubt in my mind that Congress intended an expansion of this program and made the funds available. For whatever consolation it may be, we share the frustration, or at least I do, very strongly. I am very much hopeful the Department will reconsider this matter and the Office of Management and Budget will reconsider it so we can get on with the program.

Mr. Robles. Senator, one of the byproducts of the program that we were looking at was: In dealing with the private sector, the companies that were going to perform the actual service, all the new employees were to be from the disadvantaged areas, all subcontracts were to be given to catering firms in the minority areas, which would help produce funds for those particular areas.

Fund Loss Creates Additional Problems

By cutting out these funds, it not only deprives the area of the food for the children but also of employment of the resources in the particular disadvantaged areas which are greatly needed, so it has a multi-impact—not just a singular but a multi-impact in our community.

Senator McGovern. What will you do if these funds are not restored? Will you continue with the recreational programs and the other community programs in any event minus the food, or how will you meet this situation?

Mr. Robles. Well, of course, the recreation programs will continue. The food was a catalyst to the programs. Each agency that was involved where they had normal attendance of maybe 200 or 300 children on the grounds realized that once food was to be given, they estimated it would increase 100 percent. Consequently, they geared up to handle this particular load.

In the city of Los Angeles itself, the program was to be conducted on 200 school sites and 144 public sites, not counting all of the other private agencies and other locations outside of the city of Los Angeles.

We will have, or we would have had 650 sites operating for distribution of food, but, as it stands now, some of the smaller sites will discontinue operation for the summer.

Senator McGovern. Mr. Koplan.

Mr. KOPLAN. Senator, we are going to operate our standard recreation program, and we have nothing like Los Angeles. We have 23 different community-based agencies that we work with, the city subcontracts with them for the operation of the program. I have been a youth coordinator for San Antonio for 4 years and have had to tell many of these agencies, "No, no, no" many times.

So what I intend to do, and maybe I shouldn't say this, but I intend to help each agency make direct application to the Department of Agriculture and let the Department of Agriculture tell the agencies "No." I have been telling them "No" for 4 years, and now it is about time that somebody else told them "No."

NO FOOD DURING 8-HOUR PROGRAM

That is what we intend to do. We will still have a program and the youngsters will still be there but without the benefit of food, and our programs operate on an 8-hour day, some of the programs however, start at noon and run into the evening hours, when some of the older children can participate; but the youngsters, the little children, 6, 7, 8, 10 years old, they come early in the morning and they will stay all day, and if we don't provide something for them to eat, they just won't eat; and this is exactly the situation we have.

Senator MCGOVERN. Senator Bellmon, any questions?

Senator BELLMON. I would like to raise the question with you gentlemen that I raised earlier in questioning the mayors, and that is: Does it really help us to have both of these programs—the one for the 9 months of the year and then the summer feeding programs—separately?

The reason I ask this question is because it seems to me to be rather unnecessary and perhaps inefficient and certainly a disservice to the children to have to interrupt their regular school lunch program and to have to staff up again for the summer feeding program, and you really are providing duplicative facilities for the summer program.

So has there been any thought given to that, since you already worked with the school system, to handle it also in the summer feeding program?

Mr. KOPLAN. The way the school summer action program operates in San Antonio is: We have 13 separate school districts, and each one is appropriated, depending upon the number of disadvantaged youngsters, a certain amount of money, and this is appropriated through the Texas Education Agency, and these programs are set up to operate only during the school year, as we understand it, at this point.

We had been in on some discussions on this but, because of the funding situation of the special summer recreational money going to the city and the school lunch programs going to TEA, to the school districts, and there is quite a bit of confusion, what we are really trying to say is to get all of these programs channeled in to the youngsters.

Senator BELLMON. Maybe this is where Congress ought to get into it and we in Congress ought to put these programs together and fund them together so that then you would not run out of your money for one program at the end of the fiscal year, or the end of the school year, and we, perhaps, could work it into one continuous 12-month program at the same facility and to be administered by the same people.

When Does Hunger Take Holiday?

Mr. Koplan. That would certainly be an ideal situation. As it stands now, it is almost like saying that kids stop getting hungry when school lets out, unless you apply for funds in the summer months, and that is not true. We have the same question on Saturdays and Sundays with USDA when we asked them this question about "What happens to the hunger of the children on Saturdays and Sundays?"

Senator Bellmon. Well, I am not sure that this is a problem just with the USDA, and I am not so sure that Congress is cognizant of all of the problems, and perhaps we have failed in this kind of authorization in the requirements that have to be placed on USDA.

Now I would like to ask another question. The city of Los Angeles has been in the business of conducting summer recreational programs, I am sure, for many years; is that right?

Mr. Robles. Yes.

Senator Bellmon. Now, prior to the time that USDA got into the free summer feeding program, did you provide the food for the children that participated in the recreational program?

Mr. Robles. Only on special occasions, not through the USDA. This is the first year the city has become involved in the program.

Senator Bellmon. The feeding aspect is an added attraction to the summer recreational program?

Mr. Robles. That is right. The programs are only to be offered in the disadvantaged areas.

Senator Bellmon. Are you speaking of the recreation program or feeding program?

Mr. Robles. The feeding program in conjunction with the recreation program.

Senator Bellmon. You run the recreation program in all areas of the city, I imagine.

Mr. Robles. Yes.

Senator Bellmon. In the disadvantaged areas especially?

Mr. Robles. Yes.

Senator Bellmon. But you feel that the feeding aspect is a vitally important part of the summer recreational program?

Centers Are Second Homes

Mr. Robles. Yes, I think it is vitally important for the simple reason that, as stated earlier, this is, in many cases, the only meals that the child receives, and recreation centers in the disadvantaged areas are really a second home, or a first home in most cases. The child arrives when the parks open in many cases and are there when they close the parks at night.

Senator Bellmon. Do you use the school facilities?

Mr. Robles. Yes.

Senator Bellmon. So that feeding in the school facilities would not be out of the question in the summer?

Mr. Robles. No; we will be operating the program on 144 sites, school sites themselves.

Senator Bellmon. That is all, Mr. Chairman.

Senator McGovern. Thank you, Senator Bellmon. Senator Cranston.

Senator CRANSTON. When were you first encouraged by the USDA to get going on this program?

Mr. ROBLES. About since the first part of April.

Senator CRANSTON. Who was it that specifically contacted you and told you of limits on the program?

Mr. ROBLES. I was contacted by the department of education of the southern region, a Mrs. Van Meter, and at that time, I received a letter from the USDA, which is the one the mayor spoke about.

Senator CRANSTON. When were you informed the money wouldn't be available after all?

Mr. ROBLES. About 10 days ago.

Senator CRANSTON. Who told you that?

Mr. ROBLES. I received a call from Mr. Hemphill's office; Mr. Weber called me and told me at that time they had received $863,000 for the total commitment to the State of California, of which $600,000 had already been committed for ongoing programs.

I then called Mr. Bradley of USDA regional to confirm the figure.

Senator CRANSTON. How did they explain the fact you were encouraged to announce the program?

Mr. ROBLES. Of course, Mr. Bradley and Mr. Weber said this is our proportionate amount of the $20 million-plus allocated for the entire country and, based on last year's consumption, our share was as stated.

Senator CRANSTON. Did they explain why they thought originally there would be enough money available for you to run the summer feeding program in Los Angeles?

PUSHED PROGRAM TO UTILIZE APPROPRIATION

Mr. ROBLES. One of them, Mr. Weber, said last year they had a surplus of money remaining, and they said they had to start selling it to utilize the total appropriation, and I would think that it sort of got out of hand for them and then they didn't know what to do about it.

Senator CRANSTON. Mr. Chairman, I think it is unfortunate that the administration officials responsible for the lack of funds declined to be present this morning. Have they indicated when they might be willing to come before the committee?

Senator MCGOVERN. I agree with that observation, and I made that observation earlier this morning. Assistant Secretary Lyng of the Department of Agriculture has indicated he would be willing to meet me next week or thereabouts, and we will have a transcript of the information that has been developed here today.

Senator CRANSTON. Good.

Of the 273,000 total you were planning to feed, could you explain how they are located in the Los Angeles area?

Mr. ROBLES. Of course, the city, via EYOA, has outlined the county of Los Angeles into 10 county pockets. The program encompasses all of the communities in Los Angeles County which stretch from one border to the other but are concentrated in those areas of high density of both blacks and browns.

Senator CRANSTON. If your program could actually reach all of the eligible kids who really need this help, how many would be involved?

Mr. ROBLES. I didn't quite understand.

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Senator CRANSTON. 273,000 is not the total number that need help, is it?

Mr. ROBLES. No.

Senator CRANSTON. How many do need help?

Mr. ROBLES. We estimate, through records that EYOA maintains, over 600,000.

Senator CRANSTON. So we are reaching a bit less than half of the needy even with the 273,000, and we are lucky to get that?

Mr. ROBLES. Right.

Senator CRANSTON. I have been making efforts to get leaders of the general community together with leaders of the Mexican-American community and particularly to try to develop a common approach to some of the problems we share which will affect the whole community. I'd be interested in your opinion on what impact you think there may be in the Mexican-American community if we do not find a way to keep the program going? What will the reaction be?

HURT PEOPLE SELDOM FORGET

Mr. ROBLES. I feel that with the people I have been working with in those areas, they, of course, will feel once again they have been led down the primrose path by the Federal Government with promises and statements and these are not going to be fulfilled.

The majority of the groups, grassroots groups that we work with in this particular program—the Headstart groups, Casa Marvilla groups, which are as grassroots as you can get—and when you hurt these people, it is hard for them to forget.

Senator MCGOVERN. Will you yield there? I think Mr. Koplan ought to respond to that same question with reference to the impact on the disadvantaged groups in San Antonio.

Mr. KOPLAN. Senator, it would be difficult for me to say exactly how many could possibly be available for this type of program because I don't have the statistics available, but to give you an example, the model neighborhood area of the city has 116,000 people in it, and about 76,000 of those are youngsters, so I would say that every one of the youngsters that live in that area would certainly qualify for these programs.

But more important than that, this is a program that, in a small way, we have tried to work out with the milk and the special nutritional cookies that we had put together for us. The youngsters have, for a period of 4 years, learned that this would be available for them, and it has become an integral part of the program. The children look forward to this type of thing just like they look forward to field trips.

It is just that the two programs—the recreation and nutrition programs—just can't be divorced from each other, and this, it seems to me, is what we keep trying to do. We keep trying to say, "Okay, we are going to try to solve this problem but forget the rest of the problems." I think we have to look at youngsters as a client group to serve and we have to serve them as a client group with all of the needs they have. If we charge in and put a tremendous amount of emphasis on recreation and forget the other aspects, what good will it do? What good will it do to have a recreation program if the children

are undernourished and can't take part in the sports activities we provide; it does not make sense. So the impact, I think, is like cutting the program in half as far as I am concerned.

Senator CRANSTON. What will be the consequence in both of your communities if the program is pared back in terms of canceling programs built around availability of food; for example, how many recreational programs will perhaps be canceled out in this case?

CHILDREN NEED FULL PROGRAM—NOT PARTIAL

Mr. KOPLAN. For the city of San Antonio, no program will be canceled because food has always been a part but not all of the program. It would be like saying, "We are not going to have softball, badminton, and field trips, but you can have arts and crafts." The centers will still operate, because the centers have to operate. There has to be something; we are not a highly industrialized city and besides, I don't think you ought to put every youngster in the world to work; I think they ought to have an opportunity to be children for a while.

Senator CRANSTON. They would have softball and the other recreational activities but lack food?

Mr. KOPLAN. Yes; the disappointment, I think, would be the big factor, but as far as the operating programs, they will operate, because they are funded out of the Department of Labor and will continue to operate.

Mr. ROBLES. We have some programs that probably will cease to exist, and probably one of the most important ones in our area is the Headstart program. The Headstart program has no funds for summer operations. They normally discontinue operations for the summer months.

But this year, we felt, with the food program, that Headstart would operate under a volunteer-type organization, provided that they could obtain the food as part of their program, which was a large factor last summer. It cost them so much money last summer to operate where they had to buy the food in order to exist, that they didn't feel they could do it this year.

So this means that probably for 6,000 youngsters, the Headstart program will not operate this summer, along with many of the other grassroots programs that are only in existence during the school years.

Senator CRANSTON. I have been talking to an athletics coach in the ghetto areas here in Washington, who coaches young kids, and the coach says he can't get excellent performance out of the kids up to their full capacity because of their poor diets in a great many cases and, in some cases, when the diets are so poor, the kids just don't have the energy even to compete. There really is no justification for this in a Nation with such an abundance of food. Thank you very, very much.

Senator MCGOVERN. Thank you, Mr. Robles and Mr. Koplan. We appreciate your testimony.

The committee is in recess, subject to the call of the Chair.

(Whereupon, at 12 noon, the Select Committee was recessed, to reconvene at the call of the Chair.)

USDA DECISION TO WITHHOLD FUNDS FOR SECTION 32

WEDNESDAY, JULY 22, 1971

U.S. SENATE,
SELECT COMMITTEE ON
NUTRITION AND HUMAN NEEDS,
Washington, D.C.

The Select Committee met at 9:30 a.m., pursuant to call, in room 5302, of the New Senate Office Building, the Honorable George McGovern, chairman of the committee, presiding.

Present: Senators McGovern and Hart.

Staff members present: Kenneth Schlossberg, staff director; and, Nancy Amidei, professional staff.

OPENING STATEMENT OF SENATOR HART

Senator HART. The committee will be in order.

The chairman of the committee is delayed by—as all of us discover—the evils as well as the goods of the telephone system; a long-distance call. He has asked that we begin the hearing. While I regret very much that at the moment I would not be able to introduce the first group of witnesses to Senator McGovern, I am nonetheless delighted that I have the chance to function as the chairman.

The committee welcomes three persons from Michigan whose testimony will, I am sure, be useful in persuading the Congress—and, I hope, the Department of Agriculture—to aggressively move forward in the pursuit of the goal that we all make speeches about: Insuring that there be no starvation.

I speak these words of welcome to Miss Dorinda Jones of the mayor's Committee for Human Resources Development; Father William Cunningham, director of Project FOCUS: HOPE, and his assistant, Mrs. Eleanor Josaitis. Please come to the witness table right in front here.

For the record—but also for those of us who are here this morning—each of the witnesses that the committee welcomes is a dedicated—and I use that in the precise, very literal sense—community leader. They have been involved deeply. Now I am delighted to be able, first, to open the meeting, and now to present to our chairman three extraordinary people. They have been the principal energizers, really, in Detroit's supplemental food program.

VOLUNTARY COMMUNITY ACTION IS IMPRESSIVE

I am just one of many who have been enormously impressed by the voluntary community action that the groups in Detroit have been able to mobilize in getting goods to hungry people there. In Detroit, volunteers handle packaging and delivering and transportation and the

numerous other details involved in operating food assistance programs. In addition, under the leadership of Father Cuningham, Project FOCUS: HOPE organized a sustained effective publicity letter writing campaign to get Federal support to continue the supplemental food program and expand the help to more hungry mothers and children.

I speak from recent personal experience because part of that campaign of his was directed at me. The appeal was made very effectively. It persuaded my staff and myself of the importance of their cause. The upshot was that the Detroit supplemental food program got the necessary Federal support from OEO to continue its operation of distribution for another year but the efforts to get more food to serve additional mothers and children seemed to get nowhere with the Department of Agriculture. Other areas, we are told, face the same problem.

So, to assure adequate resources, you, Mr. Chairman, and I joined in proposing a special amendment to authorize the Secretary of Agriculture to spend an additional $20 million from section 32 funds for supplemental food programs this year; $16 million in the agricultural appropriation bill. There is $36 million there. The Senate and the House promptly acted on passage of the bill. The bills were signed into law the end of June.

Hopefully this additional funding authority will ease the food problems in areas hard hit by inflation and unemployment. Many people in need reportedly are being missed by ongoing food and welfare programs. Certainly the tighter food stamp regulations are bound to work hardships on many families with young children. I do now urge that the Department of Agriculture use this special authority to supply more supplemental food where it is needed.

Beyond that, I would like to take this opportunity again to urge that we proceed to plan realistically for the future so that people who are genuinely in need no longer will be left without help as far as food is concerned, victims of their Government's failure to make delivery on its promises. I am convinced that the work of groups like those we welcome this morning, representing the Detroit community, are essential ingredients if we are going to get any answer to the question of how to guarantee access to full delivery of Government assistance.

I am delighted that the committee and Congress can hear from Father Cunningham, from Miss Jones and from Mrs. Josaitis. I am proud to present them to you.

Senator McGovern. Thank you very much, Senator Hart. I apologize for my late arrival. We are pleased to have these witnesses. You may proceed in any way you see fit.

STATEMENT OF REV. WILLIAM CUNNINGHAM, DIRECTOR, FOCUS: HOPE—DETROIT

Reverend Cunningham. Thank you, first, Senator Hart for the support you have given us in Detroit.

Senator McGovern, the program called supplemental food and supplemental feeding program is one the name of which we have somewhat changed. Many public people in the Detroit area see this as surplus food. In order to underscore the real purpose of the program, we have called it in the Detroit area the food prescription program.

Essentially it is a medical program. It is under the direction of clinics in the Detroit area. The food, therefore, is medically prescribed, and it should not be read then as simply a food surplus or supplemental food program in that sense.

I am painfully aware of the food needs of schoolage children, of the elderly, of the working poor, and of the unemployed in our community. It is impossible to pick out a particular group as the hungry group in our Detroit area. We cannot bring ourselves to select the deserving poor, or to program conditions and requirements before a hungry man can eat. Our group maintains that—and I think this is an important consideration—food, like warmth, clothing, housing, medicine, and dignity, are inalienable rights of all human beings. We acknowledge that for thousands of years the world lacked food, and men built protective devices, in the words of Margaret Mead: "To shield himself from viewing the miseries of the starving."

"Maintains a Monstrous Immorality"

Now that in this country food spills from the wealth of our Nation, and we restrict huge sources of food to keep from inundating the market, it is grossly immoral that so many millions here—not to speak of our brothers and sisters abroad—are starving. The protective callousness that permits shuffling of pilot programs, partial solutions, and gradual successes, maintains a monstrous immorality in this Nation.

We are talking specifically here about a program that affects pregnant women, and children through the age of 5. We are particularly interested in this program because it involves irreparable, irreversible effects. In the Detroit area, our nutritionist studies at Hutzel Hospital, and case histories from the Detroit General Hospital pediatrics department, point up the severe need, in a city which has considered itself wealthy, to feed large numbers of people.

It is estimated—and conservatively estimated—in the Detroit area that we have 53,000 people in the category of mothers and children under 5 who are severely malnourished. That is a staggering figure. I say it is a modest estimate.

Yesterday morning, some Detroiters knew that we were coming here to address ourselves to this tribunal. The head of pediatrics at Detroit General Hospital called, and she asked me to relay this information to you:

> Presently at Detroit General there are three children suffering classic rickets. She had just spoken with a mother who brought a youngster in from a family of 10. The youngster was 3 years old, suffering from severe rickets. The child was brought in not because of the rickets but because of a laceration. The nurse and the doctor diagnosed the rickets and told the mother: "We have to keep this baby." The mother said, "But all my other kids look funny, too. All of my other kids have legs shaped like that. I don't want this youngster to be any different from the rest of my kids."

She related a case among the dozens presently in Detroit General of children suffering from severe anemia.

Starving Mother and Malnourished Child

She talked about a 16-year-old pregnant mother who was visiting her child brought in because the child was suffering lapse of consciousness. The mother—and, God, this is shocking—the mother was eating the baby's trays. The nurses, upon discovering the mother was

eating a malnourished child's trays, in their own shock began to deliver two trays to the room for each meal.

This nurse related to me that nobody comes to the hospital because they are hungry. She said, "We are used to that stuff. We only come into contact with starving people in the city of Detroit when they come for other reasons."

One of the great side effects of the prescription feeding program has been that people have come to our maternity and infant care clinics to get food, because they have heard that that is the place where you can get food allotments. When they come, the doctors and nurses can check out the other problems and do considerable things to upgrade the health of Detroit's very poor.

I want to talk about how this program succeeded in Detroit and why it succeeded. I do not want this to sound like a personal, pompous description of something that we made work. The way this program worked in the city of Detroit was that one nutritionist pleaded that the program was going down the drain last November because there was no budget setup—a monstrosity in itself—either for the storage of the food or delivery of the food.

30-Pound Loads for Pregnant Women

The food comes in cartons weighing upwards of 30 pounds. A pregnant mother was being asked to board a bus, pick up her 30-pound carton—or two or three if her children were given allotments—and carry these cartons to her home. While the program was projected to 3,500 people in the city of Detroit, it was impossible—or next to impossible—to pick those cartons up.

None of us who is middle class can conceive of asking a pregnant wife or a pregnant mother to pick up anything heavier than 5 pounds, or even to do the family shopping with a station wagon. Yet this is what we expected of people because they were poor.

When we received that knowledge, we sent out an appeal to the thousands of volunteers who belong to an organization called FOCUS: HOPE, which is dedicated to racial justice, and we asked people to go to the Detroit maternity and infant care centers so that all of the records from the centers, which contain the names of certified participants, be given to us.

We called and drove to the homes of all the participants to inquire why they were not picking up their food. The majority of instances: No way; no transportation. No way to pick up the heavy cartons.

Within 3 months' time, that program grew to its full projection of 3,500, and presently the program is beyond its projection. We had our wrists slapped for going beyond the 3,500. We are now at 4,300, and we are delivering surplus commodities from the program when it was failing.

At the present time, our infant care centers have waiting lists of malnourished mothers and youngsters through the age of 5, who cannot be part of this program. The Department of Agriculture has been contacted repeatedly. The Government agencies in the city of Detroit have met with no response. We asked for 500 increase some months ago. We received absolutely no response from the Department of Agricul-

ture. We are now being told that there are other programs. As Senator Hart alluded, through hundreds and hundreds and hundreds of volunteers we have written letters, have requested answers, and we get back from Agriculture stereotyped answers; actually mimeographed sheets over several signatures. The same answer: other programs.

There is an allusion to the stamp program and how it has increased 115 or so percent in the city of Detroit. But the very dates given—and the mendacity of this is appalling—the very dates given are those dates when the General Motors strike was in effect and when the UAW-CIO managed to get Detroit strikers on the stamp roles. Those are the statistics being used to justify not covering starving mothers and kids of our city. I cannot believe that Agriculture does not know that.

What we are saying about this Detroit program is that it is building a constituency of and for the poor. We now have 10,000 volunteers, many of them suburbanites, who will not brook the sidestepping and the lethargy—and, in many cases, the open mendacity—of Federal sources which refuse to unleash the richness of this country while thousands starve.

We are saying that persons have a right to eat if they are hungry. There need be no other conditions. And a government which says that one must justify his right to food if he is hungry is morally anachronistic—in fact, morally Cro-Magnon.

We are asking some specific questions. My report contains examples, and statistics, but we are asking these specific questions this morning and we feel that we must go back from this tribunal—particularly with the representatives of the Department of Agriculture here—with some kind of answer to the constituency of the poor in Detroit.

Who Justifies Feeding One—Starving 13

We want to know: Will the Department of Agriculture be committed to sending food to Detroit to feed the 18,000 projected for this year? We can handle that number, and more than that number. The one obstruction remains the Department of Agriculture at this point. Will they agree to send supplemental food for the entire 53,000 of Detroit's estimated need or do they feel that they can justify feeding only 7 percent of our malnourished and justify the concomitant decisions that result from that selectivity, morally.

I want a moral answer. I do not want a bureaucratic answer. I do not want a statistical answer, I want to know if they feel that they can justify feeding less than those who need by our statistics.

Second, will the Department of Agriculture insure adequate funds for local storage and distribution of supplemental food? We have witnessed too many programs that have been programed to fail; that come off with bugling and trumpeting of what great things will be done, and essential ingredients are left out of the program. Or that Federal funds be provided through HEW or the Office of Economic Opportunity for the year coming.

Third, will the Department of Agriculture include in the food prescription program the variety of richly nutritional food currently included in the commodity distribution program? Capriciously and arbitrarily Agriculture has cut out of this program scrambled egg mix,

peanut butter—and do these men and women who cross something off a list know what it means to a 4-year-old in the city of Detroit who is hungry, who rips open a box and finds this month there is no peanut butter because somebody has some slick way of working with another program and saying: "Oh, well, that is provided in other programs." It is not provided in another program for this kid. All of the commodities are needed; all are wanted.

Even the Hungry Share Their Food

For instance, can we take a hard look at the authorization rates? Why can't a mother have eight cans of meat instead of one can of meat? Who is going to quibble about the fact that she is going to feed somebody else over the age of 5 with that canned meat? Who in this room would have ushered that 16-year-old pregnant mother out of the hospital room when she was eating her starving kid's food? Or would we all have done what the nurses did—bring another tray? Who is going to say: "Are you against any of these programs on the basis that some of this food is being shared by hungry people?"

Finally, will the Department of Agriculture withdraw its recent exclusion of preschool children ages 1 through 5 from the supplemental food program? They have announced that this is the case across this country. Whether it is the case in Detroit or not, we plead for the rest of the Nation. The kids 1 through 5 are also starving and they are included under no other program that we know of—except, in some places, the commodity program, which we do not have.

It is no longer any good to talk about the stamp program. Less than 10 percent of those who are involved in the food prescription program in Detroit are in the stamp program. We are tired to pain of having people talk to us about the stamp program. For the most part, only lower middle class folks can be on that stamp program, any way you look at it. It shows a crass ignorance of shopping conditions in our innercity to suggest that the stamp program there helps anybody at all.

I have talked to Agriculture about this. I have said to them that in the innercity of Detroit, in an area of 250,000 people, we now have six chainstores. In the city of Birmingham, we have eight chainstores serving 24,000 people. A&P and Wrigley's are both closing two more stores. A&P slates another five stores for closing.

"Let Them Take Buses"

Innercity people who use stamps have to go to stores where they pay 40 percent more for their groceries, completely off-setting savings of the stamps. When I mentioned this to Agriculture, with witnesses, we were told—this is reminiscent of the famous French Queen who helped tip off a revolution—"Let them take buses." There is no way that this can happen.

Let me end by asking you to read these things. If there is anything more we can answer from the city of Detroit, we would be glad to. I am afraid if I continue I am going to lapse into paranoia, because at this point the immorality in this country is just so monstrous that we can no longer live with it.

I must say that I have not known until quite recently, Senator, the extent of this need. I am appalled and I will not rest—nor will I allow the 10,000 present volunteers of FOCUS: HOPE to rest—until we have a solution. And we are impatient people, because I do not think justice should have any quality of patience.

Mrs. Josaitis is far more involved in this than I and, perhaps, she or Mrs. Jones would like to add or subtract.

Senator McGovern. Thank you very much, Father Cunningham. Mrs. Josaitis?

STATEMENT OF ELEANOR JOSAITIS, PROGRAM COORDINATOR, FOCUS: HOPE—DETROIT

Mrs. Josaitis. Thank you, Senator.

I just came through five States on vacation in the Smoky Mountains. I saw gorgeous highways, beautiful scenery, and forgot all about the problems in Detroit for 5 days. When I get home, I won't forget the problems.

I have been delivering food. I have been picking up the mothers. I have been going to a warehouse on Saturday afternoon and have watched them packaging the food and I am very much aware of the fact it is needed.

When I am pregnant, the first thing that I am told is: Eat the proper diet. Watch what I pick up. Take care of myself. Eat the right foods.

When I pick up the mothers, it makes me painfully aware that when you are poor you do not stand a chance. Pick up the 32 pounds of food and carry it home. It is very disturbing.

I want the program to continue. I do not want to feed only 7 percent of the folks in Detroit that need it. I want to take care of the 53,000, and the children that are there. I have seen it. I have seen the things that the father has talked about; about the mother that is eating off the child's tray. I have listened to the woman.

When we had the volunteers, we divided them into groups and asked them to go and pick up the mothers who had no means of transportation. You cannot put two women in a car for 3 hours and not have them talk about some of the other problems that they are confronted with. The poor housing, the jobs, the lack of food, the lack of knowledge of where to go to get the help that is needed.

One of the beautiful things about this program is that it does not only take care of the welfare mother, the ADC mother, the working poor. It takes care of the uneducated, too. It takes care of the 17-year-old girl that is going to say: "No, I like Coca-Cola so I am going to give my baby Coca-Cola," or "I do not have any money so I will give the baby sugar and water so he will stop crying."

When the mother is pregnant and goes into a clinic, she sees a doctor who turns her over to a dietitian, who says: "You need additional food to have a healthy baby." Instead of giving this mother a prescription for an antibiotic, he gives her a food prescription. The mother goes out; she has the prescription in her hand but what will she do with it? There is one industrial warehouse and she lives miles from there.

VOLUNTEERS MAKE PROGRAM WORKABLE

This is where the volunteers come in. The volunteer goes and picks up the mother, along with her coupon book, delivers her to the center and takes her back home again. The volunteers are people that, No. 1, have time to spare; No. 2, have a car; No. 3, they are concerned.

And they are learning, too. They are learning, perhaps for the first time, what it is like to be poor. They can walk in somebody else's shoes or feel a part of helping someone else. They pick up the mother, take her to the center, talk with her, become involved with her, help her solve some of her other problems, and can say to her: "You are really not helping this baby by giving it sugar and water. You should take the food. You should use it."

"The baby don't like Pet milk. The older children don't like Pet milk."

"Do you know you could make ice cream out of it?"

"Have you ever made pudding?"

"You know, you should take this child back for shots. I will pick you up."

When this volunteer hears a program will be stopped and cut out because of lack of funds, she becomes very irritated, and she is the woman that writes the letter. Not the poor woman; the woman that has made it. She says: "You will not cut out this program." She becomes angry. She is the spokesman for the poor. It is an educational process on both sides. The poor woman is certainly benefiting by the woman that picks her up and drives her, but the woman that made it is going to understand when this woman screams about stamps or is hungry or complains. She will understand, and she is the woman who will be able to go back into the greater suburban community and say: "Hey, there are hungry people."

It is not like driving down an expressway, where you do not see anything but the beautiful scenery. Drive on the side street and see what it is like. As I say, coming through five States I would have just forgotten all about it because it was beautiful. I thought there are no problems. But if I take two roads off the expressway, then I see it.

DO WE STARVE CHILDREN AGE 2–5?

That is what I am confronted with in Detroit. We are concerned about it. We do not want the program to stop. We cannot talk about feeding 3,500 people when we know we have 53,000 people that need to be fed. We cannot talk about stopping a program and only giving it to children up to 1, and not giving it to children of 5. Are you going to tell me that children between 2 and 5 are not hungry? Who will take care of them? The school lunch program? They are not eligible to get under that.

This mother leaves a clinic after she talked to the dietitian and he said: Now, you want a healthy baby, you give him this, this, and this. She goes out of the hospital and goes to her corner store to buy it and she does not have Gerber's or Heinz to choose from. She does not have meat and vegetable to pick from. She has one thing. She may be told to pick up a can of Pet Milk. In the suburban areas you can pick up

milk for 16 cents a can. In the city, in some areas, you pay 26 cents a can. You will be told to buy Enfamil with iron in it. In the city stores you have it already mixed with water and will pay 69 cents for it—that is 1 day's supply—rather than the grocer stocking it at a lower price so the mother can take it home and mix it with water. Now, they do not do this.

I would be glad to answer any questions that I might.

Senator McGovern. Thank you very much, Mrs. Josaitis.

Now Miss Jones, can we hear from you?

STATEMENT OF DORINDA JONES, MAYOR'S COMMITTEE FOR HUMAN RESOURCES, DETROIT

Miss Jones. Thank you Senator McGovern.

Needless to say, we certainly share the concern that has been expressed by Father Cunningham and Mrs. Josaitis for the people in Detroit who are experiencing the problems of hunger and malnutrition.

What I have been asked to do is to share with you the process by which this program has worked over the last year. As Father Cunningham has said, it has been estimated that there are approximately 53,000 persons in Detroit, including pregnant women, mothers of infants, and preschool children who are in need of a high protein diet but are unable to afford the cost necessary to maintain one.

At this time, the Mayor's Committee for Human Resources Development, the Salvation Army, FOCUS: HOPE, volunteers from the United Presbyterian Women, the League of Catholic Women, the Detroit maternity and infant care project and others are combining Federal and private resources along with staff services and volunteer workers to provide highly nutritious foods to 3,500 of the 53,000 needy persons within the city of Detroit.

This program was set up under the auspices of two Federal departments.

The Department of Agriculture provides the high quality foods and the Office of Economic Opportunity provides the funds for administration, handling, and distribution.

We feel that the system set up in Detroit has been efficient and are confident that it can be expanded without loss of efficiency or effectiveness. We have learned a lot from the process of operating this program over the past year that we really did not know or that we were not sufficiently aware of at the early planning stages of the project.

Problems Are Twofold

The problems as we see it are twofold: getting the food to the qualified people and getting people to the food. I will discuss the procedures separately.

All agencies serving the poor have been informed of the supplemental food program and there has been publicity in the daily newspaper as well as neighborhood publications.

Word of the program has been disseminated through the advisory committees of MCHRD, public health nurses, welfare social workers, the Visiting Nurse Association, and other community groups.

In order to be eligible for the program as structured in Detroit, one must be pregnant or have delivered within 1 year, be declared by a doctor as needing a diet supplemented by high protein food, and be medically indigent. Preschool aged children are also eligible if they meet conditions two and three.

Eligibility for the program is determined by medical personnel in the participating clinics, who write food prescriptions for the individuals and refer them to the program. Arrangements are then made for food pickups, utilizing volunteers to provide transportation if necessary.

Food is picked up as prescribed at any of several pickup points.

The food itself arrives by boxcar from the Department of Agriculture in bulk form. It is then taken to the warehouse and inventoried.

Volunteers then repackage the food into family-sized packages and it is taken to the distribution points for distribution to persons in the program.

As I said before, the system is efficient and effective and could be expanded with little trouble.

History of Detroit Program

Let me discuss now a brief history of the program in Detroit.

In 1969, the Salvation Army volunteered to provide the resources necessary to distribute USDA food to patients in the Detroit maternity and infant care project who were in need of a nutritionally sound diet but did not have sufficient income to buy the high protein foods included within that diet.

The Salvation Army operated the program for 1 year and served 500 persons.

In 1970, it became obvious that the Salvation Army could no longer carry the burden of the program by itself and MCHRD was requested to provide funding. I might add that this request came to the mayor's committee after several other possible sources had been explored and found to be unfruitful.

The regional office of the OEO granted MCHRD $56,285 to operate a 14-month program serving 3,500 persons. The grant year became effective on July 1, 1970, and continues through August 31 of this year. We have recently received approval of a $101,000 grant from OEO which will expand the program to serve 10,000–18,000 through August 1972, depending upon USDA willingness to increase the amount of food available to needy persons in Detroit.

FOCUS: HOPE, a nonprofit organization entered the program in December 1970, providing volunteer services and later serving as the coordinating agency for other volunteers.

We feel that there is no question that we have the necessary machinery and expertise to handle an expanded program. MCHRD is geared to handle programs directed to the poor and has been doing that for a period of more than 6 years.

Our experience with the supplemental food program as well as other programs has convinced us that an expanded program can be handled adequately by the agencies now involved.

WIDE, COMMUNITY-BASED SUPPORT

I think it is important that the fact be brought out of the wide, community-based support of this program in Detroit. We have the support of public, private, business, and social organizations, many of whom are not directly affected by the program but realize how vital a program it is.

Our support comes not only from inner city groups but from suburban groups as well. This support has come through the magnificent effort of FOCUS: HOPE.

We, in Detroit, are able, and eager to get on with the task of providing much-needed high-protein food to additional needy persons highly vulnerable to the evils of malnutrition.

We recognize the task as an important one. We hope that others will consider it equally as important and provide the impetus that will bring additional help to those in Detroit who need us.

Thank you.

Senator MCGOVERN. Thank you very much, Miss Jones. I want to say to all three of the witnesses that in my opinion it is the kind of humane and compassionate concern that you people and others like you have demonstrated over the past few years that has kept this hunger issue alive and enabled us to make the progress we have made. Goodness knows, we have a long ways to go before anyone is going to be satisfied that we won the battle against hunger, but the gains that have been made, in my opinion, to a great extent can be attributed to people like yourselves who kept up this fight and have seen it firsthand where people live.

It is most helpful to the committee to get reports of this kind that are presented with such personal insight and force. We want to thank you for your testimony.

There are just a couple of questions I wanted to direct before we call Senator Magnuson, who is here to testify on another aspect of this program. Of the estimated 53,000 people that you referred to, Father Cunningham, have any of these actually been declared eligible for the program? That is, have been declared as eligible recipients? I am not quite clear how that 53,000 figure was arrived at.

Reverend CUNNINGHAM. First of all, the 53,000 figure was arrived at through the Headstart program originally; the numbers of children who were part of that program in its early stages in Detroit.

That 53,000, therefore, is, as I stated, Senator, a very conservative estimate. At the present time there are waiting lists at all our maternity and infant care centers of people who have been certified or people who wish to be certified but who cannot receive food.

There are health centers in the city of Detroit, clinics and hospitals—one of our major hospitals in the city, the Detroit General that cannot certify.

There are innercity doctors who would like to certify.

There are doctors in what might be called the poor communities suburban to Detroit who would like to certify people who they know to be very poor and malnutritioned and could well be certified for the program.

We cannot do that.

Senator McGovern. You are actually turning away people who you know are eligible?

Cannot Include—There Is No Food

Reverend Cunningham. We are putting people on waiting lists, but we are turning away.

There are, as I say, some very angry people in hospitals and clinics in Detroit, who feel they should be part of the program. We cannot include them because we do not have the food.

Senator McGovern. The argument is often presented, as you know, that the food stamp program is supposed to cover people that we cannot reach with this program. I take it from what all of you said here this morning that that simply doesn't work out in practice in reaching the very poor particularly.

Reverend Cunningham. Senator, I am perpetually amazed by people who talk of the food stamp program in terms of their inexperience.

I included a longer study for you—it is not in this report—which surveys the stores in the city of Detroit following the riot of 1967. That study has been made more current; and with each restudy of that survey of stores in the city of Detroit, the picture becomes more bleak. We are working on that and hope to do something about it. The head of the Economics Department of the University of Detroit, who is a member of the statisticians' union, which I addressed a year ago, heard me talk on the stamp program, and I mentioned this fact that I mention to so many others: Stamps in the city of Detroit lose any kind of effect of subsidizing the poor man's dollar because he has to pay so much more for his groceries in that city, because the landlocked poor can go nowhere else but to the smaller independent stores where they, for whatever reasons one might hear—most of them myths—have to pay 40 percent more for their groceries.

Senator McGovern. Which has the effect of canceling out the bonus.

Reverend Cunningham. Completely.

I want to say, this person—she won the support of the statisticians—said: "So what? They did not pay for the stamps what the groceries are worth anyway, so why shouldn't they have to pay more for the groceries?" It is this kind of logic that leaves one wondering about the Mad-Hatter society that we are living in. I am waiting for rabbits to start talking with this kind of logic. This is what we get from USDA.

Senator McGovern. You made reference to the need for more money for storage and distribution. Supposing the Department actually came up with more food. That is, if food input at least were substantially increased. Could Detroit find the money for storage and distribution?

Reverend Cunningham. Detroit currently has—and will have for the next year—sufficient funds to handle up to 16,000 units. Let me say I can promise that FOCUS: HOPE will handle it with local funds, with anything we can get our hands on, including the very rich resources of volunteers, who have, at this point, put 60,000 hours into this program.

Senator McGovern. So the most urgent thing is to get the food.

USDA Must Commit Food for All

Reverend Cunningham. We can handle any amount of food that the Department of Agriculture can give us. But what we are demanding as a right in justice, as an inalienable right of the poor, is that we have this food committed from Agriculture today to feed all the 53,000.

Senator McGovern. There is no question in my mind that it was the intent of the Congress in this legislation that Senator Hart and I introduced, which was passed by Congress, to provide an additional $20 million, and that it was intended that that fund be used to provide supplemental food needs in areas precisely like the Detroit situation. I am going to be very anxious to see what Department officials have to say about how they are interpreting the act.

We do want to thank you. I wish we had time for more questions, but your entire report will be read and studied by the committee.

I am very hopeful that through this hearing today we can break loose additional support.

Mrs. Josaitis. When we talk about food stamps in Detroit, there are very few places that people on stamps can go to purchase their stamps.

Second, if they pay the high prices for the stamps and they want to get the most for their dollar, they will get a jitney service and pay $3 to $5 to take them into suburban areas to get better buys. The problem there is that the stores would not honor the food stamps, so the woman goes all through the checkout line and then has——

Senator McGovern. Why don't they honor the food stamps? You know they can be honored at any store that is certified for the program by the Department of Agriculture.

Mrs. Josaitis. They are not honored in the suburban stores. That is something we are working on right now. As a matter of fact, larger supermarkets where you can get the best bargains, will pay no attention to them.

Senator McGovern. Thank you very much. We appreciate your testimony.

Senator Magnuson, we would be pleased to hear from you. Proceed in any way you wish.

STATEMENT OF SENATOR WARREN G. MAGNUSON, U.S. SENATOR FROM WASHINGTON

Mr. Chairman, members of the committee, I might say, Mr. Chairman, if I am permitted, before these people leave, that I did not hear all of their testimony, but I heard enough of it to realize that the food stamp problem, which is what I am going to talk about, is the same in Seattle as where you talked about.

I am going to try and stress to the distinguished chairman from South Dakota that the Agriculture Department just insists adamantly and callously that the food stamp program is "it." This takes care of everybody.

And it just does not.

The same problem exists in our town, where we have the largest unemployment now in the United States. But you have enough there, too, so I am glad to be able to follow you.

Mr. Chairman, I want to, this morning, present to this committee a situation that you are probably somewhat familiar with but, from what I heard from the Detroit people, it seems to be somewhat typical. I have a statement here, because I want the record to be very clear on this; and if you will bear with me, I will be about 10 minutes with it.

Senator McGovern. Proceed in any way you wish, Senator.

Senator Magnuson. For years, Americans have been hearing that other Americans were suffering from hunger and malnutrition. This committee knows that story well, for it has been compiling the evidence for more than 2 years. This Congress has listened to that story and, as you know, has taken important action to write a new ending to that story.

USDA Refuses To Hear, Feed, Acknowledge the Hungry

But the executive agency charged by Congress with the responsibility of providing an adequate diet to hungry Americans—the Department of Agriculture—has apparently not heard that story. Nor is it prepared to implement legislation passed by Congress to feed hungry people. And—most intolerable of all—it even refuses to listen to the story or to acknowledge the existence of hungry people. They just say they are not there.

I make these criticisms, Mr. Chairman, based on a meeting which I and other members of the Washington congressional delegation had last Thursday in my office with Assistant Secretary of Agriculture Lyng. We called Mr. Lyng to my office, Mr. Chairman, to ask that the Department implement Public Law 92–32, passed by Congress on June 30, and, more specifically, to implement section 6 of that law, for which you and Senator Hart are primarily responsible, and the Congress approved it.

The committee, of course, is fully aware of section 6 of this new law; but, for the sake of a clear record, let me briefly summarize that section. It authorizes the Secretary of Agriculture to use $20 million of section 32 funds—and I quote from the law itself:

> To provide * * * an adequate diet to needy children and low-income persons determined by the Secretary of Agriculture to be suffering, through no fault of their own, from general and continued hunger resulting from insufficient food.

That is what you two put in the bill.

Furthermore, the language of section 6 makes it perfectly clear that the additional food assistance it authorizes can be made available to areas which also have food stamp programs, or to needy children already participating in the school lunch program. Moreover, the law also authorizes the Secretary to pay the administrative costs incurred by State or local agencies which administer this additional food assistance.

Section 6 Provides $20 Million

Mr. Chairman, when you and Senator Hart introduced the amendment—which became section 6—to provide the $20 million, you stressed the high unemployment and severe economic conditions in many parts of the country, which made such assistance necessary. I support that idea entirely.

This $20 million—which, of course, is only a very minute portion of the $700 million in section 32 funds—should be allocated by the Department of Agriculture to the areas of the highest and most prolonged unemployment. And it should be allocated in ways that best accommodate local programs and capabilities. You heard before about capabilities of people to do this. Although the supplemental food program was one of your immediate concerns, the language which you used in writing section 6 is flexible enough to authorize a variety of food assistance efforts, if they want to do it. Officials in my State, for example, are drafting proposals to use section 6 funds to make the food stamp program available to more families, as well as to improve and expand existing supplemental feeding efforts with both food packages and food vouchers. These supplemental efforts would be directed specifically to assisting pregnant women and young children who are especially vulnerable to malnutrition.

Mr. Chairman, it was with section 6 of the new law in mind that we asked Mr. Lyng to meet with us last week. And it was in an effort to impress upon him the need for this additional food assistance not only in our States but in other States that we told him about:

That a voluntary food bank program in Seattle, organized by churches and supplied by voluntary donations of groceries, is feeding 8,000 persons every week;

That organizers of that program estimate they could feed up to 20,000 needy people every week if they had enough food;

That there are 97,000 unemployed people in the Seattle area, making its current unemployment rate 15.2 percent, the highest of any of the 150 major labor market areas in the Nation;

That there are 164,000 unemployed people in the State, making its unadjusted unemployment level 11.6 percent and its seasonally adjusted rate 12.5 percent; and

That visitors from other States tell us they have never visited any other place where food—just plain ordinary food—was such a constant concern of so many.

In response to these stark facts and our pleas that the Department use the $20 million of section 32 funds authorized for additional food assistance programs in section 6, Mr. Lyng had two responses. Both negative.

USDA Flatly Rejects Plea

First, he flatly rejected our pleas to implement section 6, despite the fact that it can be considered no less than a congressional mandate for executive action. Second, he expressed the Department's official opinion that there are, in fact, no hungry people in my State who cannot now afford to purchase food stamps. That's an old story, isn't it? That opinion, Mr. Lyng informed us, was based upon a Department survey of Washington. Mr. Chairman, to the best of my knowledge, the only USDA official to "survey" my State was one man from the Department's regional office in San Francisco who spent 2 days in Seattle last month, talking to some State people and his own people, and probably was sent up with instructions beforehand. I will guarantee that. I cannot prove it, but I will guarantee that it is true if you put him under oath.

The Department apparently assumes that this 2-day visit by one official to one part of Washington affords it an understanding of the needs of hungry people in my State, which is more complete than that held by all of the State's elected representatives; its newspapers, which have detailed the tragedy of hunger in numerous news stories; and its citizens, who write to me daily to express their disgust with an administration which will not feed hungry people.

Mr. Chairman, I reject that assumption. And I reject the Department's conclusion that the food stamp program alone is meeting or can meet the needs of all the hungry people in my State despite the fact that it is experiencing unemployment starkly reminiscent of the 1930's.

As early as 1969, a survey of the food stamp program—prepared, I believe, for this committee—estimated that 164,000 households or about 442,000 individuals were then potentially eligible for the food stamp program. Mr. Chairman, in 1969 unemployment in Washington State never rose above 5.9 percent. Today, it is 11.6 percent—16.5 in Kings County—almost double the 1969 peak. If 164,000 households were potentially eligible for food stamps in 1969, when the unemployment rate was half of the present rate, I should think that about twice as many would be eligible now when unemployment has doubled.

And yet, we find that there are only 90,000 Washington households—or about 263,000 individuals—receiving food stamps today. Something is wrong. Instead of doubling it, it is now cut to 50 percent of those receiving it.

"Can't Afford to Participate"

Furthermore, families which were once using food stamps are now being forced to drop out of the program because they can no longer afford to participate in it. The Seattle Times reported a poll of families using the church-sponsored food banks which showed that 38 percent of them had originally been receiving food stamps but can no longer afford them. Increasingly, the answer given by hungry people not using food stamps is that they simply cannot afford to buy them.

Even those families able to purchase food stamps find their basic nutritional needs are not being adequately met. As this committee knows, a family of four receives stamps worth only $106 per month. Yet even the Department of Agriculture acknowledges that at least $134 per month is needed for an adequate diet. And that's pretty skimpy. Recipients in Seattle, which has the fourth highest cost of living and the highest unemployment in the Nation, find this $106 limit both inadequate and unrealistic. Raising the monthly allotment by only $2 won't help.

Food Stamps Not Enough

Assistant Secretary Lyng also argued in our meeting last Thursday that food stamps are only a diet supplement and should not be viewed as a form of income maintenance. Unfortunately, Mr. Chairman, in the midst of those semantics, Mr. Lyng overlooked the fact that thousands of unemployed people in my State have no "basic diet" to supplement.

They start from nothing. Food stamps are their diet—their entire diet—and food stamps are simply not enough, despite the fact that the Washington State food stamp program has consistently been praised as a model program.

Mr. Chairman, that is the conclusion which I and other members of the Washington congressional delegation reached as far back as last December—7 months ago. And for 7 months we have been urging the Agriculture Department to act on that fact.

In December, we urged the Secretary to expand statewide the food supplement program or the pilot food certificate program—each operating on a very limited basis in a single county in Washington.

In January, the Secretary responded by asserting that the food stamp program could provide for all hungry Americans. After repeating the same request and receiving the same answer from the Department, I sent a member of my staff, together with a State welfare official, to meet with the Administrator of the Department's Food and Nutrition Service. Once more, the Department was urged to expand either the supplement food program or the pilot food certificate program. And once more the Department refused.

The Department, it seems, has concluded—on the basis of another "survey"—that the food certificate program is an ineffective one which should not be expanded. Some officials say it was a good program with its narrow scope. In fact, the committee knows the Department survey included only two of the five pilot projects.

In May, I joined with many members of the committee and with other Senators to protest that the proposed food stamp regulations would eliminate many needy Washington citizens—including many of the elderly—from the already inadequate food stamp program.

Also in May, Mr. Chairman, I urged that the fiscal year 1972 appropriation for the food stamp program be raised and joined in cosponsoring your proposed food stamp bill, S. 1773.

In June, I asked the Secretary to solicit specific recommendations from the regional officer who made that "2-day survey" of Seattle as to how additional food assistance could be made available to my State.

Just a few weeks ago, I joined with other Senators to obtain the release of funds for the summer lunch program.

Last Thursday I met with Assistant Secretary Lyng.

P.L. 92-32 Ignored by USDA

That afternoon, after the disappointing meeting with Mr. Lyng, the Senate adopted my amendment to the agriculture appropriations bill, reemphasizing that it was the intent of the Congress in passing Public Law 92-32 that $20 million in section 32 funds be used to implement commodity distribution programs in areas where there is excessive unemployment, even if they have food stamp programs.

And today I have come here to present once more the case for additional food assistance to Washington State. You heard this story before: the callousness. I am at a loss to know what to do about it.

Public Law 92-32—and especially section 6—demonstrates the Congress' awareness of these people and its desire to feed them.

My amendment to the agriculture appropriations bill underscores that awareness and that desire.

It is absolutely intolerable that the Department of Agriculture refuses to acknowledge these hungry people—and refuses to act upon the mandate which Congress has given it in the McGovern-Hart section of Public Law 92–32, which the Senate reaffirmed last Thursday in unanimously passing my amendment to the Agriculture appropriations bill. They just do not seem to want to recognize facts. They have the food. We have $700 million in section 32 funds. I know some of it is allocated but, in these spots, they surely could find out how they could go ahead and get some food distribution. Last year they had an orange crop failure in Florida because of a freeze. That is the only time they reached a decision to feed hungry migrant workers under section 32. I say an economic disaster is just as bad as this. This is true in many sections.

I was pleased but amazed to hear part of the Detroit story today. I suppose you could multiply that all over the country. I appreciate this opportunity to present this record to the committee and I have some statistics and some tragic case histories that indicate the Food Stamp Program is not adequate and I would like permission to put them in the record.*

Senator McGovern. Without objection they will be received.

Senator Magnuson. Those are typical.

I thank the chairman for his long devotion to this problem under many odds. I have tried to support you every time I can in this matter on the Senate floor and I just have to do something about this; if necessary, to present an amendment to my own HEW bill. I know I will have your support and that of the members of this commitee to meet this emergency.

USDA Says There Is No Hunger

But look at the callousness of the Department of Agriculture in saying that there is no hunger, and if there is, let them go to the food stamp program, whether they can afford it or not, when all the facts show that they do not go.

Look at the statistics in Seattle. I think we have a challenge to do something about it. I know that you prodded them a long time. I have, too. I have attended many conferences with departments in my time around the Senate and the House, and this with the Secretary is one of the most amazing ones I ever encountered. Instead of saying they will try and see what they can do about it, they just flatly say there is no problem out there, or second, if there is—despite all of these facts—the food stamp program will take care of it. This is not the fact at all. I thank you, Mr. Chairman.

Senator McGovern. Senator Magnuson, I want to return the thanks you have extended to this committee to you because there is no one over the last 2½ years that this committee has been operating whose support was any more consistent than yours in trying to expand these programs.

*See Appendix 2, p. 1706.

You will recall when we first created this committee back in 1968, that the argument made not only by some people in the executive branch but even here in the Congress was that there was not anybody at all in the country who was hungry. There were particularly Members in the other body who just denied it. They wanted the name and address of anybody we could find who was hungry.

Senator MAGNUSON. They would take a plane and go down with a basket and feed them. [Laughter.]

Senator MCGOVERN. At least I think we demonstrated to the satisfaction of the Congress of the United States and most of the people in the executive branch, that there was widespread hunger and malnutrition in this country of the most painful kind, and we still have a lot of it to deal with.

But all I can tell you is that I do not think we are ever going to get on top of this program unless you continue the kind of probing and pushing that you have undertaken, and I think the rest of us are going to have to continue in that vein. It always amazes me why it is so hard to put an end to hunger in the richest country in the world, particularly when we have more food than we know what to do with and we have all these programs.

WAREHOUSE FULL—LET VOLUNTEERS DISTRIBUTE

Senator MAGNUSON. If we did not have the food, that would be one thing. But we have. There is a warehouse out in Seattle filled with food sitting there for distribution. And I even told Lyng, who represented Hardin—I guess Hardin did not want to come. We were going to tell him a few things but he had a prior engagement. I said: "Even if you think it would be too much to distribute, this church group will distribute it all free."

Senator MCGOVERN. In other words, if the Department would get the food out there, the people there would find some way of getting it distributed.

Senator MAGNUSON. There are volunteers galore to get the job done.

Senator MCGOVERN. You have the same situation as Reverend Cunningham testified to.

Senator MAGNUSON. Thank you. I do not want to take more of your time but I wanted the opportunity to present this.

Senator MCGOVERN. We have two officials here from the Department of Agriculture. You are welcome to sit with the committee if you would like to participate.

Senator MAGNUSON. Well I have to go up and finish HEW appropriation witnesses and get that ready. Here we are spending in that bill over $2 billion for rehabilitation, the nutrition part of it. We are spending that on the Department of Rehabilitation. Nutrition is one of the things you need. It is not only just the physically handicapped. And we cannot get the Department to release food that we have got. That is part of rehabilitation.

Senator MCGOVERN. I think your point about making food available on an emergency or disaster basis where unemployment reaches a certain level has some real merit. It is one I would like to explore with you as a possible proposal.

Senator MAGNUSON. Why not. Are we going to keep it there? Under section 32, I know a lot of the funds are allocated, but any humane general council of the Department of Agriculture could, within section 32, find a way to feed people.

Senator MCGOVERN. I have no doubt about that.

Senator MAGNUSON. If he had an ounce of humaneness in his legal body, if he has a legal body he could do it. [Laughter.]

Thank you, Mr. Chairman.

Senator MCGOVERN. Thank you Senator.

Mr. Olsson is Deputy Assistant Secretary of the U.S. Department of Agriculture and Mr. Davis is the Deputy Administrator of Food and Nutrition Service, a longtime official in the Department of Agriculture. We would be pleased to hear from you gentlemen.

STATEMENT OF DEPUTY ASSISTANT SECRETARY PHILIP OLSSON; ACCOMPANIED BY HOWARD DAVIS, DEPUTY ADMINISTRATOR, U.S. DEPARTMENT OF AGRICULTURE

Mr. OLSSON. Mr. Chairman, I am pleased to have the opportunity to appear this morning to discuss the U.S. Department of Agriculture's supplemental food program. This is a program designed to supply additional supplemental foods to pregnant women and infants.

You had originally asked the Administrator of the Food and Nutrition Service, Mr. Edward Hekman to be with you this morning. I am here because Mr. Hekman is keeping a longstanding commitment to address a school food service seminar at Kansas State University. The Deputy Administrator of the Food and Nutrition Service, Mr. Howard Davis, is with me this morning.

You have particularly asked for our comments on that section of Public Law 92–32, signed only 3 weeks ago, which authorizes the use of $20 million in funds from section 32 of the act of August 24, 1935, for the supplemental food program. Last week, during its consideration of the fiscal 1972 agricultural, environmental, and consumer protection appropriation bill, H.R. 9270, the Senate adopted an amendment which, if accepted by the House would allow these funds to be used in addition to other funds in the budget requested for supplemental feeding.

The Department's fiscal 1972 appropriation request includes a total of $16.4 million for supplemental feeding. This amount will allow the program to operate at approximately the same level as last year. There are presently 326 projects operating with approximately 200,000 participants.

DEPARTMENT QUESTIONS PROGRAM'S EFFECTIVENESS

The Department had not requested funds to expand supplemental feeding in the current year because a number of questions have arisen about the program's effectiveness in achieving its stated goal. There are also valid questions about the high costs involved. In view of these questions, the Department has launched pilot projects in five areas to determine whether a certificate plan allowing the purchase of milk and formula is more effective than the delivery of commodities. These pilot

certificate programs are being subjected to intensive analysis and evaluation.

To date our studies indicate that supplemental feeding is not satisfactorily reaching sufficient numbers of the target group. The additional food is sometimes shared by the whole family rather than used by the mother or infant.

The supplemental program often duplicates benefits that are already being supplied by a USDA family feeding program, either food stamps or commodity distribution. Efforts spent expanding the family feeding programs benefit the whole family and provide a far more adequate range of nutritional assistance.

The supplemental program is cumbersome to administer It is usually operated in cooperation with local public health facilities. These facilities often do not have the space, and health personnel do not have the time, to administer the program effectively. Although public health officials are entirely in favor of efforts to supply better nutrition to expectant mothers and infants, the demands on their time frequently make it necessary and perhaps more practical for them to refer eligible families to the local family feeding program.

District Paying 40% for Administration

The supplemental food program is also expensive to administer locally. In Washington, D.C., the District government is paying $450,000 to administer a program which delivers commodities valued at about $1.2 million.

Certainly many program drawbacks can be overcome by excellent local administration. However, supplemental feeding is a less than perfect delivery system. It is not unusual to find a needy expectant mother, sometimes with another infant, expected to lug home a 40-pound package of Government commodities, perhaps on a bus.

The whole structure and adequacy of USDA food assistance has changed dramatically since the supplemental program was first introduced in late 1968. At that time the food stamp program was reaching approximately 3 million people with benefits totaling $250 million per year. Today there are more than three times as many food stamp participants and this year benefits will rise to eight times the fiscal 1969 level. The current budget is over $2 billion.

In early 1969, there were more than 400 counties without food assistance programs. By mid-1970 all but 10 counties in the country were operating or had requested a food program. In the past 2 years nearly 300 counties have transferred from the commodity program to food stamps, and yet participation in the counties that remain is 3.7 million, up 200,000 from the 3.5 million who participated in the commodity program 2 years ago.

Free and reduced price school lunches reached more than 7.3 million children this past May, a 3.5 million increase over the 3.8 million needy children who were being reached in the school year ending in June 1969.

The administration and the Congress have shared a commitment to comprehensive expansion of food assistance—comprehensive expansion to eliminate hunger and malnutrition. The delivery systems have

been expanded. We are working to make them even better. These comprehensive delivery systems help to minimize the need for supplemental delivery systems.

USDA Decision Based on Call Study

In an effort to find an effective alternative to delivery of supplemental commodity packages, USDA has initiated five pilot programs testing the use of special certificates which may be used to purchase milk, formula, and iron fortified cereal. This pilot program was reviewed in a study led by Dr. David Call of Cornell University. The Call study indicates that the certificate program may not be doing what we had hoped it would. The study found few statistically significant differences between program participants and control groups. As a result of the Call study, the Department has decided not to expand the certificate program, but will continue the present pilot programs and test further to see if this plan can show significant benefits over a longer term. The largest of the pilots operates in Chicago. Assistant Secretary Lyng recently met with Dr. Deton Brooks, Chicago's Commissioner of Human Resources, members of the staff of Governor Ogilvie, and other interested people to discuss the study results. Further analysis of the Chicago pilot project is being planned.

Because of the problems we have encountered with commodities, and because the pilot certificate program has not, thus far, offered a satisfactory alternative, the Department has decided to continue to operate the program at its present level. We do not, at this time, intend to use the authority provided by section 6 of Public Law 92–32. When a decision is made regarding the future course of this program, we shall advise this committee immediately.

Senator McGovern. Mr. Davis, do you have any comments, or were you here just to respond to questions?

Mr. Davis. No, sir; I am here to respond to questions.

Senator McGovern. Mr. Olsson, the question has been raised about the administrative costs of this program. Isn't it true that OEO has been paying most of those costs?

Mr. Olsson. In some areas, I believe that OEO funds have been paying these local administrative costs.

Senator McGovern. Wherever there is a food stamp program in operation; is that not the situation?

Mr. Davis. Not in every case, Mr. Chairman, but their funds have been used extensively.

Senator McGovern. That has been a formula that has taken the burden off the USDA budget, has it not, in covering the costs of the administration?

Mr. Davis. Well, we have not been providing any administrative funds under this program, to the States and communities. Other Federal funds, OEO funds, have been used in many instances.

Senator McGovern. Now, Father Cunningham testified here awhile ago, and the two women who were with him, as did Senator Magnuson, that if they could get the food in areas like Detroit and Seattle, they would take care of getting it out. They would find the volunteers in churches and civic groups of various kinds. It seems to me that it is

awfully hard for the Department to make a case that they are going to run into a lot of administrative costs in the program. If we have the food available and you have a congressional authorization with $20 million available to meet what seemed to me to be a rather broad range of food needs, why don't you take advantage of these local groups that are anxious and willing to go ahead and put this food into the hands of hungry people?

USDA Pleased To Cooperate With Volunteer Groups

Mr. Olsson. Senator, we are very pleased to work with local groups; and where volunteer activity is of the caliber that Reverend Cunningham described in Detroit, we are anxious to cooperate.

I know that there are similar volunteer groups in, as Senator Magnuson suggested, Seattle and San Diego, Calif., and other places around the country. We do feel that perhaps the most effective way that these volunteers can assist is in helping with outreach and expansion of the basic family food program.

The supplemental effort is a small effort. It is an effort that creates great problems of administration. Reverend Cunningham described the efforts necessary to overcome the problem we both cited in our testimony of the woman expected to lug home the package which is too heavy. The food stamps, anyone can carry home. We feel with the expansion of the food stamp program—and it has expanded—that these problems can be met.

Senator McGovern. But if you are willing to use these groups for expanding the food distribution operation, I do not understand the severe limitation on the amount of food that is made available. How can even the best motivated volunteers, the most compassionate people of the kind who testified here today, expand the program if you hold down the amount of food on such a basis? This is the thing I cannot understand.

Cites Other Programs for Family Needs

Mr. Olsson. In the supplemental feeding program, the food package is designed to meet the various special needs of a special target group. It is calculated to do that for infants and pregnant women. A larger package would meet larger needs; but we feel that when you get into the realm of larger needs, the family feeding programs can and do meet these needs. This is what they have been designed to do, and this is what we hope they will achieve.

Senator McGovern. But recognizing their limited amount of funds, here is $20 million that has been authorized and appropriated by the Congress. Why aren't we at least using up to that amount that is available? Admittedly, it is a modest program, but it is even more modest when you do not use it. As I understand it, the money is there and has been impounded; it is not being used in the way the Congress intended.

Mr. Olsson. I do not believe that it has been impounded, sir, but we requested $16.4 million to continue the program at its present level of operation because of some of the considerations that I outlined in my testimony.

Felt No Need for Program Expansion

We feel, Mr. Chairman, that this is the only level of operation that we can justify on the merits of the program at the present time. If we felt that it should have been expanded, we would have come to the Congress and requested funds for further expansion. We appreciate the fact that you and Senator Hart feel that there is some need for its expansion.

Senator McGovern. I do not know how that can even be argued. You heard the testimony of these people here from just two cities. We could have brought people in from other parts of the country. How can you really listen to this kind of testimony?

Senator Magnuson is a long-experienced, and knowledgeable public servant. He did not come here just yesterday. He is not a man who is quick to crusade on something unless there is a basis for it. I think he documented here in the evidence they presented that they have a desperate situation in Seattle among unemployed people. The fact that those people a year ago were living in some degree of comfort, were earning good money, does not make it any easier to accept the fact that they have been unemployed now for a considerable period of time and cannot feed their families. The same thing applies to these people that we heard about in Detroit. It seems to me the case is clear that there is an urgent need there, and to talk about holding back on this program until real need is demonstrated just misses the whole point.

Doesn't Agree With Interpretation of Law

Mr. Olsson. Mr. Chairman, there is a supplemental feeding program for pregnant women and infants operating in the Seattle-King County area. At this time it is authorized to reach up to 1,500 participants. Currently participation is running somewhat under 500. So there is a mother and infant program operating there. I believe that Senator Magnuson has suggested that the authority of section 6 be used for purposes going beyond the programs for mothers and infants.

Senator McGovern. He quoted from the law, itself, which says in section 6 that the funds are to provide an adequate diet to needy children and low-income persons determined by the Secretary of Agriculture to be suffering through no fault of their own from general and continued hunger resulting from insufficient food. I agree with Senator Magnuson that that is rather broad language, where you could use existing authority to expand this program. It is perfectly understandable why pregnant mothers and needy children would be the target of this program, but it also refers to low-income persons who, through no fault of their own, are hungry.

Mr. Olsson. I would agree with you, Senator, that the language on its face is very broad. I do recall that when Senator Allen, who was the subcommittee chairman, reported on this legislation, he referred to this as the program for pregnant women and infants and indicated that was perhaps the general intent of the committee.

Too Difficult for Secretary To Determine

I think there is a further problem in the language of that section. That is, that it would require that the Secretary of Agriculture make a finding that these low-income persons are suffering from continued

hunger and malnutrition through no fault of their own. If they are low income and eligible for a food stamp allotment, which, by law, must provide a nutritionally adequate diet, the Secretary would find it very difficult to then say that through no fault of their own they were suffering from hunger.

Senator McGovern. Even on that basis, Mr. Olsson, we had testimony here that Detroit has 53,000 people who would qualify, even under the definitions you made of this supplemental food program. I would certainly hope that the Department would take another look at needs like that before deciding not to use the money that has been made available. If you have 53,000 people who qualify under this program in Detroit and you are only reaching 4,000 or 5,000, that does not seem to me to be a very impressive record.

We have a rollcall on but I am going to take just a few minutes here until the warning bell rings to go into another matter that all the witnesses have referred to here today, and that is the ineffectiveness of the Food Stamp Program in reaching needy people.

New Food Stamp Regulations

I understand the Department is briefing the press right now on the new regulations. Isn't it a fact, Mr. Olsson, that in these final regulations that are now being explained to the press you are still going to eliminate some 350,000 people who are old or blind or disabled on the grounds that they are receiving other kinds of benefits and therefore are not entitled to food stamps?

Mr. Olsson. I believe—Mr. Davis perhaps can correct me on this, Mr. Chairman—that the regulations will allow all participants in public assistance programs—that would be aid to the aged, blind, disabled, as well as aid to those with dependent children—to be eligible for food stamp assistance.

Mr. Davis. That is correct. There would be automatic eligibility for public assistance recipients. This is quite a drastic change from our original proposed regulation.

Senator McGovern. Now I am delighted with that because I was, as you know, very much distressed about these initial proposals to knock out the blind and the disabled. I think that is a tremendous improvement over what the Department had originally contemplated. I wonder, does that include the AFDC families also under that language?

Mr. Davis. Yes, sir.

Senator McGovern. Now there is another thing that I was very much concerned about in the way the regulations were initially presented for consideration, and that is that according to our calculations, they had the effect of reducing benefits for some 2 million people. Admittedly there are others who would improve their situation but a couple million people would be virtually eliminated from the program, especially in areas like New York City. What is the situation with reference to those people?

Mr. Davis. Well, these things are awfully difficult to estimate, but according to our best estimates, there are several very positive elements in the new regulation. No. 1, there have been considerable comments on the fact that there are a number of people who cannot afford the food stamps. We estimate that under the new regulations, which pro-

vide free coupons to those with very little or no income, that there will be approximately 900,000 participants who will receive their food stamps free under the new regulation, where formerly they had to pay a token charge for them. In addition, we anticipate that due to the higher eligibility levels over what many States now have, that there will be an additional 1.7 million persons eligible for the food stamp program that were previously ineligible under our current program, and there will be about 7 million persons who will receive increased benefits under the new regulation.

Perhaps 2 Million Would Receive Less

Now we hasten to add that on the negative side, there still would be perhaps as many as 2 million persons in the higher eligibility levels that might receive somewhat less than they have under the present program. But on balance, the thrust of the new legislation that the Congress enacted, and our new regulations, is to put more emphasis on the very poor, to give increased benefits to very poor, to bring more of the poor into the program and to hold harmless as many present participants as possible.

Senator McGovern. Well, the staff of the committee estimated on the basis of these original guidelines that there would be some 2 million people who would probably drop out of the program under these new regulations on the grounds that the cost to them of participating is raised and the level of benefits for them would be reduced, and that the net value would have the effect of making some 2 million people reach a judgment that the program no longer was sufficiently attractive to participate. I wonder if you gentlemen could provide the committee with copies of the new guidelines and the interpretations. You do not happen to have those with you?

Mr. Olsson. I regret I do not. We can certainly get them up here very quickly.

Mr. Davis. I have a set that is not necessarily the final printed copy with me.

Senator McGovern. I would like very much to see the final guidelines. We are pressed for time here this morning.

Mr. Davis. Those should have been delivered to your office by now, Mr. Chairman. We sent a special messenger to your office with them.

Senator McGovern. Well, I do hope that the guidelines would not prove to be disappointing at a time when the Congress has been trying to expand this program.

As you know, I am not happy with the food stamp bill we passed last year. It did represent considerable improvement over our present program but we lost some of the major gains that had been written into the Senate version of the legislation. I hate to predict this, but I am afraid we are still going to have several million people in this country who do not find that program a very workable one for them. I think the testimony from the witnesses here this morning will bear that out.

I am going to have to go to the Senate floor and respond to a rollcall that has been in progress about 15 minutes now but we will look at

these new regulations with great care and perhaps we will want to talk to members of the Department again a little later on.

Mr. OLSSON. We thank you for the opportunity to appear here.

Senator MCGOVERN. I do hope that the net result of these hearings this morning will be to prompt the Department to take another close and searching look at the supplemental feeding program. I want to say in all candor that I do not believe the intention that Senator Hart and I had in mind was that the principles only of that program be carried out. We intended that as a program to meet the needs of hungry people and it was our hope that some imagination would be used in the way the program is administered.

Mr. OLSSON. I am sure you will be pleased that Senator Hart's staff has arranged for us to meet later today with Reverend Cunningham and his people. I know I am pleased. We do want to work these problems out.

Senator MCGOVERN. Maybe you could take another look at Senator Magnuson's request at the same time. Thank you very much.

The committee is in recess, subject to the call of the Chair.

(Whereupon, at 11:25 a.m., the Select Committee was recessed, to reconvene at the call of the Chair.)

APPENDIXES

Appendix 1

ITEMS PERTINENT TO THE HEARING OF JUNE 25, 1971

Item 1—Material Submitted by the Witnesses

FROM MAYOR GRIBBS, OF DETROIT

CITY OF DETROIT,
June 14, 1971.

Hon. WILLIAM D. FORD,
The House of Representatives, Cannon House Office Building,
Washington, D.C.

DEAR BILL: Attached is a copy of a resolution passed on Saturday afternoon by the Resolutions Committee of the United States Conference of Mayors. As you may know, I am a member of the Resolutions Committee. Other members of the Committee present and joining in the unanimous vote are listed on a separate sheet.

The entire membership of the Conference is scheduled to consider this and other resolutions on Wednesday morning; it is expected that this resolution will receive the resounding approval of the membership. I am passing it to you in case you wish to use it with respect to tomorrow morning's meeting with the Education and Labor Committee.

As you may know, last summer we provided lunches each day for 25,000 poor youngsters in Detroit through this program. This year we are hoping to feed 50,000 poor youngsters daily. Essential to this program is reauthorization of the Child Nutrition Act of 1966 as you feel it should be amended.

We very much appreciate your assistance in this matter. If I or my staff can be of any assistance to you, please contact me until Wednesday noon in Philadelphia at the Bellvue-Stratford Hotel, 215/735-0700, Room 901.

Sincerely,

ROMAN S. GRIBBS,
Mayor.

CITY OF DETROIT,
June 14, 1971.

Whereas, the Special Food Service Program (SFSP) of the Department of Agriculture's Food and Nutrition Service has enabled city governments to feed daily hundreds of thousands of young people every summer, and

Whereas, the SFSP provides many of these poor youngsters their sole nutritious meal each day during the summer, and

Whereas, the authorizing legislation for this program—a portion of the Child Nutrition Act of 1966 as amended—expires as of June 30, 1971, and

Whereas, the Food and Nutrition Service now has on hand requests for funding of special food programs in the amount of $31 million and expects more, and

Now, Therefore, be it resolved that the United States Conference of Mayors urges the Congress to immediately pass authorizing legislation to extend, subject to modifications, the Child Nutrition Act of 1966, and

Be it further resolved that appropriate action be taken by the Congress to provide funding equal to the proposed authorization of $32 million for the SFSP, and

Be it further resolved that the Congress complete such action as soon as possible, in no event later than June 30, 1971, so as to enable the Nation's cities to continue to provide nutritious meals daily to the Nation's poor youth.

MEMBERS OF THE RESOLUTIONS COMMITTEE, U.S. CONFERENCE OF MAYORS

(Present and voting unanimously for the Special Food Service Program Resolution)

Carl B. Stokes, Cleveland, Ohio; Thomas J. D'Alesandro, III, Baltimore, Maryland; Joseph L. Alioto, San Francisco, California; Lloyd M. Allen, South Bend, Indiana; Robert B. Blackwell, Highland Park, Michigan; Frank W. Burke, Louisville, Kentucky; John Driggs, Phoenix, Arizona; Peter F. Flaherty, Pittsburgh, Pennsylvania; Roman S. Gribbs, Detroit, Michigan; Moon Landrieu, New Orleans, Louisiana; Paul W. Lattimore, Auburn, New York; Patience S. Latting, Oklahoma City, Oklahoma; John V. Lindsay, New York City, New York; Henry W. Maier, Milwaukee, Wisconsin; Sam Massell, Atlanta, Georgia; Hans G. Tanzler, Jr., Jacksonville, Florida; Wesley C. Uhlman, Seattle, Washington; Louie Welch, Houston, Texas; Keven H. White, Boston, Massachusetts; Robert M. Wilson, Costa Mesa, California.

CITY OF DETROIT,
WASHINGTON OFFICE,
July 1, 1971.

Hon. GEORGE MCGOVERN,
Chairman, Select Committee on Nutrition and Human Needs, U.S. Senate, Washington, D.C.

DEAR SENATOR MCGOVERN: When Mayor Roman S. Gribbs testified before the Select Committee on Nutrition and Human Needs on Friday, 25 June 1971, he noted that the total demand for Federal funds to feed poor youth this summer was far in excess of that announced by the Department of Agriculture. Mayor Gribbs said that his staff had estimated the demand to be $30.6 million for summer 1971 and $46.9 million for Fiscal Year 1972. The manner in which those figures were calculated is described below and is herewith submitted for the record as you requested.

1. Begin with two documents (enclosed) obtained from the Child Nutrition Division of the Food and Nutrition Service of the Department of Agriculture. One, labeled "Summer," shows in its three columns the state-by-state totals of programs applied for by 21 May 1971 (column 1), programs applied for between 21 May and 18 June 1971 (column 2), and the total programs requested for the July–August portion of summer 1971 (column 3). Also included are marginal notes (not added by Agriculture) indicating specific states' and cities' known requests. The second document, labeled "Fiscal Year 1972," lists in its third column the total costs, presumably including the amounts for the July–August portion of summer 1971, for Fiscal Year 1972 of the Special Food Service Program.

2. The FY 1972 paper indicates a total need of $37,630,877, while the summer paper shows a summer need of $26,556,717. The difference between the two is $11,074,160—presumably this is the amount Agriculture felt was needed for year-round programs.

3. Resolve actual inconsistencies between the two documents. For example, the FY 72 paper shows Alabama as requesting $397,000 for the whole year, but the summer paper shows the State requesting $545,000 just for July and August. Thus, assuming the summer paper to be true, Alabama must need at least $545,000 for FY 72. When all such inconsistencies are so resolved, the FY 72 total becomes $41,128,857.

4. Resolve probable inconsistencies. The FY 72 paper apparently does not include the applications received between 21 May and 18 June. When these figures are included (as in 3 above), the FY 72 total becomes $42,865,877. This, less the stated summer need of $26,556,717, yields a minimum year-round (non-summer) need of $16,309,160.

5. However, the Agriculture statement of summer need is obviously incorrect in many cases. For example, it lists the entire State of Michigan as having requested $636,000 for July–August 1971. But Detroit alone asked $1.3 million for this period. Spot checks around the Country uncovered several similar anomalies. When correction was made for these known errors, the summer need was calculated to be at least $30,643,615. This, when added to the year-round (non-summer) need of $16,309,160 calculated in 4 above, yields the $46,942,775 ($46.9 million) referred to by Mayor Gribbs.

You should be aware, however, that these calculations were completed at 2:30 p.m., Thursday, 24 June 1971, the day before the hearings. Between that

time and the start of the hearings at 10 a.m., 25 June 1971, we learned of several million in additional inconsistencies.

One such additional inconsistency was offered by Mayor Gribbs at the testimony. Immediately prior to the meeting we learned from the Kentucky State Department of Education that Kentucky's FY 72 request was in excess of $1 million; yet Agriculture showed the State as having requested only $397,000. A final, corrected listing will be supplied as an Addendum to this statement.

Also enclosed are two Food and Nutrition Service documents received by Detroit officials in the course of their year-long negotiations with Agriculture over the summer program. You had asked the dates of various Agriculture pronouncements: you will note that Agriculture's communications are undated.

You will also note the very aggressively promotive nature of the letter from the supervisor of Child Nutrition Programs to potential sponsors of summer feeding programs. This sensible and well-intentioned concern for reaching the Nation's poor youngsters characterized the series of contacts between Detroit and Agriculture regional-office personnel. Apparently, however, the concern of regional officials is not felt in the Food and Nutrition Service's Washington Office.

I trust this information will assist your investigations of Agriculture's efforts to feed the Nation's poor youth. If we may be of any further assistance to you, please let me know.

Sincerely,

WILLIAM M. NUGENT,
Special Assistant to the Mayor.

Enclosures.

SUMMER (JULY–AUGUST 1971) FEEDING PROGRAM UNDER THE SPECIAL FOOD SERVICE PROGRAM
INDICATED COST AND DEFICIT, BY STATES

State	Indicated cost			Sampling of known additional requests
	Initial [1]	Supplemental [2]	Total	
Northeast:				
Connecticut	$52,000		$52,000	
Delaware	22,400		22,400	
District of Columbia	1,214,000		1,214,000	
Maine	78,180		78,180	
Maryland	790,222		790,222	$1,065,816
Massachusetts	199,507		199,507	
New Hampshire	7,216		7,216	
New Jersey	380,000		380,000	1,500,000
New York	1,897,000	$2,250,000	4,147,000	
Pennsylvania	1,305,322		1,305,322	
Rhode Island	26,031		26,031	
Vermont	2,419		2,419	
West Virginia	152,320		152,320	
Subtotal	6,126,617	2,250,000	8,376,617	2,565,816
Southeast:				
Alabama	25,000	520,000	545,000	
Florida	590,000		590,000	
Georgia	1,360,000		1,360,000	
Kentucky	121,588		121,588	
Mississippi	172,931		172,931	
North Carolina	270,000		270,000	
Puerto Rico				
South Carolina	189,984		189,984	
Tennessee	800,000		800,000	
Virginia	810,000		810,000	$2,000,000
Virgin Islands				
Subtotal	4,339,503	520,000	4,859,503	2,000,000
Midwest:				
Illinois	1,908,080		1,908,080	
Indiana	75,078		75,078	
Iowa	90,000		90,000	
Michigan	636,600		636,600	1,330,000
Minnesota	77,558		77,558	
Missouri	393,148		393,148	
Nebraska	83,732		83,732	
North Dakota	5,800		5,800	
Ohio	181,759		181,759	
South Dakota	30,000		30,000	
Wisconsin	84,000		84,000	
Subtotal	3,565,755		3,565,755	1,330,000

SUMMER (JULY–AUGUST 1971) FEEDING PROGRAM UNDER THE SPECIAL FOOD SERVICE PROGRAM
INDICATED COST AND DEFICIT, BY STATES—Continued

State	Indicated cost			
	Initial [1]	Supplemental [2]	Total	Sampling of known additional requests
Southwest:				
Arkansas	27,370		27,370	
Colorado	320,000		320,000	
Kansas	11,000		11,000	
Louisiana	647,900	525,000	1,172,900	
New Mexico	45,336		45,336	
Oklahoma	168,000	420,000	588,000	
Texas	115,000		115,000	919,000
Subtotal	1,334,606	945,000	2,279,606	919,000
Western:				
Alaska	0			
Arizona	46,434		46,434	
California	5,082,130	2,000,000	7,082,130	
Guam	7,260		7,260	
Hawaii	6,000		6,000	
Idaho	15,373		15,373	
Montana	5,236		5,236	
Nevada	11,857		11,857	
Oregon	70,500		70,500	
Samoa, American				
Utah	18,500		18,500	
Washington	208,896		208,896	212,200
Wyoming	3,050		3,050	
Subtotal	5,475,236	2,000,000	7,475,236	212,200
Total	20,841,717	5,715,000	26,556,717	[3] 4,086,898

[1] Submitted by deadline date of May 21, 1971.
[2] Submitted between May 22 and June 18, 1971.
[3] Plus $26,556,717; total known $30,643,615.

FISCAL YEAR 1972—SPECIAL FOOD SERVICE PROGRAM FOR CHILDREN

State	Funds available tentative projected		
	For fiscal year 1971 operations	Apportionment fiscal year 1972	Fiscal year 1972 program costs
Northeast:			
Connecticut	164,466	132,957	232,000
Delaware	98,358	78,953	136,012
District of Columbia	705,253	112,253	1,430,000
Maine	136,891	134,006	141,692
Maryland	731,037	289,011	956,038
Massachusetts	436,463	248,512	719,507
New Hampshire	87,347	77,667	63,728
New Jersey	415,954	286,850	758,000
New York	652,106	857,387	2,577,000
Pennsylvania	304,761	767,828	2,021,710
Rhode Island	82,745	99,587	65,263
Vermont	56,858	84,082	59,555
West Virginia	342,927	380,947	284,320
Subtotal	4,222,171	3,560,540	9,474,825
Southeast:			
Alabama	233,425	816,003	397,000
Florida	784,161	620,209	1,022,112
Georgia	1,206,321	885,483	2,701,024
Kentucky	275,108	665,438	397,588
Mississippi	259,528	795,224	336,931
North Carolina	994,301	1,116,064	911,152
Puerto Rico	250,001	384,300	
South Carolina	450,828	701,090	758,784
Tennessee	1,025,456	784,560	1,512,652
Virginia	653,092	643,937	1,583,504
Virgin Islands	16,442	4,382	21,084
Subtotal	6,148,963	7,421,690	9,641,831

FISCAL YEAR 1972—SPECIAL FOOD SERVICE PROGRAM FOR CHILDREN—Continued

State	Funds available tentative projected		
	For fiscal year 1971 operations	Apportionment fiscal year 1972	Fiscal year 1972 program cost-
Midwest:			
Illinois	1,506,490	627,090	2,587,280
Indiana	407,737	347,392	542,525
Iowa	231,605	318,165	286,800
Michigan	867,908	530,133	982,600
Minnesota	596,295	343,488	841,434
Missouri	860,638	505,038	1,029,148
Nebraska	175,717	190,481	175,732
North Dakota	46,794	138,310	41,800
Ohio	860,197	629,820	1,077,759
South Dakota	35,061	155,445	50,400
Wisconsin	414,100	293,622	704,000
Subtotal	6,082,543	4,078,984	8,319,479
Southwest:			
Arkansas	174,239	522,579	264,090
Colorado	202,750	182,941	320,000
Kansas	116,023	213,137	111,000
Louisiana	775,691	736,524	1,127,900
New Mexico	150,635	190,114	207,856
Oklahoma	320,660	357,641	393,200
Texas	1,264,278	1,492,707	855,000
Subtotal	3,004,277	3,695,943	3,479,046
Western:			
Alaska	9,375	68,525	4,000
Arizona	154,244	195,570	244,434
California	737,440	863,437	5,541,950
Guam	5,909	9,452	13,460
Hawaii	81,094	87,934	34,000
Idaho	46,786	103,174	74,237
Montana	36,655	105,811	51,636
Nevada	52,553	62,584	55,417
Oregon	147,391	143,790	194,564
Samoa, American	2,133	3,693	
Utah	33,607	98,559	42,796
Washington	232,510	189,961	434,552
Wyoming	30,351	71,680	24,650
Subtotal	1,567,940	2,017,853	6,715,696
Total	21,025,594	20,775,010	37,630,877

SPECIAL FOOD SERVICE PROGRAM—KNOWN VOLUME OF REQUESTS

	July–August 1971	Balance of fiscal year 1972	Total need fiscal year 1972
Northeast region:			
Connecticut	[illegible]	[illegible]	$232,000
Delaware	22,[illegible]	[illegible]	136,012
District of Columbia	1,[illegible]	[illegible]	1,430,000
Maine	78,[illegible]	[illegible]	141,692
MARYLAND	1,000,000	[illegible]	1,165,816
Massachusetts	199,507	[illegible]	719,507
New Hampshire*	7,[illegible]	[illegible]	63,728
NEW JERSEY	1,700,000	[illegible]	2,108,000
New York	4,147,000	[illegible]	[illegible],000
Pennsylvania	1,305,322	[illegible]	2,[illegible],710
Rhode Island	26,031	[illegible]	65,263
Vermont	2,419	[illegible]	59,555
West Virginia	152,320	[illegible]	284,[illegible]
Regional total	9,906,395	3,348,208	13,254,603

SPECIAL FOOD SERVICE PROGRAM KNOWN VOLUME OF REQUESTS—Continued

	July-August 1971	Balance of fiscal year 1972	Total need fiscal year 1972
Southeast region:			
Alabama	545,000	372,000	917,000
Florida	590,000	432,112	1,022,112
Georgia*	1,360,000	1,341,024	2,701,024
KENTUCKY	730,784	276,000	[1] 1,006,874
Mississippi	172,931	164,000	336,931
North Carolina	270,000	641,152	911,152
Puerto Rico	0	0	0
South Carolina*	189,984	568,800	758,784
Tennessee*	800,000	712,652	1,512,652
VIRGINIA*	2,500,000	773,504	3,273,504
Virgin Islands*	0	21,084	21,084
Regional total	7,158,699	5,302,328	12,461,027
Midwest region:			
ILLINOIS	2,500,000	321,590	2,821,590
Indiana	75,078	467,448	542,526
Iowa*	90,000	196,800	286,800
MICHIGAN*	1,330,000	346,000	1,676,000
MINNESOTA	[2] 815,512	[1] 1,355,660	[1] 2,171,172
Missouri*	393,148	635,900	1,029,048
Nebraska*	83,732	92,000	175,732
North Dakota*	5,800	36,000	41,800
Ohio*	181,759	896,000	1,077,759
SOUTH DAKOTA	82,000	20,400	102,400
Wisconsin*	84,000	620,000	704,000
Regional total	5,641,029	4,987,798	10,628,827
Southwest region:			
Arkansas*	27,370	236,720	264,090
Colorado	200,000	320,000	520,000
kansas	11,000	100,000	111,000
LOUISIANA	1,172,900	480,000	1,652,900
New Mexico	45,336	162,520	207,856
OKLAHOMA	588,000	225,200	813,200
TEXAS*	1,265,000	740,000	2,005,000
Regional total	3,309,606	2,264,440	5,574,046
Western region:			
Alaska	0	4,000	4,000
Arizona	46,434	198,000	244,434
CALIFORNIA	7,082,130	459,820	7,541,950
Guam	6,200	7,260	13,460
Hawaii	6,000	28,000	34,000
Idaho*	15,373	58,864	74,237
Montana*	5,236	46,400	51,636
Nevada*	11,857	43,560	55,417
Oregon*	70,500	124,064	194,564
Samoa	0	0	0
Utah	18,500	24,296	42,796
WASHINGTON*	212,200	225,656	437,856
Wyoming	3,050	21,600	24,650
Trust territories	0	0	0
Regional total	7,477,480	1,241,520	8,719,000
National total	33,493,209	17,144,294	50,637,503

[1] Figures are precise, received from State departments of education.
[2] Figure represents demand for 1st quarter of fiscal 1972 (i.e., July, August, and September).

Notes: Local sponsors in States marked with an asterisk apply for funding directly to USDA regional offices; sponsors in unmarked States apply to a State agency (usually the school-lunch division of the State education department), which in turn applies for the State total to the USDA regional office. The State handles the program in 30 States; the remaining 20 (asterisked) apply directly.

Due to the administrative arrangement noted in the previous paragraph and limitations of staff, no effort was made to comprehensively canvass the Nation for program requests. Hence, the figures above are conservative. Where estimates were made, lowest reliable figures were used.

States listed in capital letters are those in which information listed differs substantially from USDA figures. Those States in upper and lower case letters were not specifically contacted; the information for them comes basically from USDA—through USDA data has been corrected for obvious inconsistencies. For example, where USDA figures showed a higher demand for summer alone than for the entire fiscal year, the fiscal year figure was increased to at least the amount needed for the summer.

U.S. DEPARTMENT OF AGRICULTURE,
FOOD AND NUTRITION SERVICE,
MIDWEST REGIONAL OFFICE,
Chicago, Ill.

Subject: Summer Programs.
To: Potential Sponsors Special Food Service Programs.

The United State Department of Agriculture's Special Food Service Program for Children was established to assist in improving the nutritional status of pre-school and school-age children. During the past year, we have assisted, with their food service programs, day care centers, settlement houses, and recreation centers which provide day care for children from low income areas or from areas with many working mothers.

Of 327 Midwestern programs, 172 were "summer only" programs. Sponsors were Y.M.C.A.'s, churches, Youth Opportunity Programs, universities, school districts, park districts and welfare departments. They were all concerned with the needs of children for supervised activity and nutritious meals during non-school months.

Again, this summer, we want to reach many more children. Do you know of any non-profit summer programs or day care centers which will be in need of financial assistance with food costs? Cash reimbursement, as well as federally donated foods, are provided, along with technical assistance and guidance.

We are interested in making contact with summer day camps, child care centers, park programs, and educational and recreational centers which may qualify. If you know of any, please contact the USDA, Special Food Service Program for Children at 536 South Clark Street, Chicago, Illinois 60605, or phone 312—353–6657 or 312—353–6658.

Sincerely,

R. J. NELSON,
Supervisor,
Child Nutrition Programs.

U.S. DEPARTMENT OF AGRICULTURE,
FOOD AND NUTRITION SERVICE,
Washington, D.C.

Subject: Guidelines for the Special Food Service Program for Children—Summer of 1971.
To: Regional Directors.

Several questions, raised in response to our February 4, 1971, subject guidelines particularly on the "80% assistance" service institutions, prompt this supplementing memorandum.

The questions we are receiving all concern the problem of determining the cost of program operations in those situations where a program sponsor, usually a unit of city government, contracts with the Regional Office or a State agency to operate a summer feeding program and coordinates or arranges to get the job done by contracting for prepared meals to be delivered at selected serving sites. Usually the supervision, actual serving of the meals, and clean-up of refuse is handled by arrangements with other cooperating groups or volunteers.

Such situations are quite different from established year-round programs, and we must use unusual techniques to accomplish program objectives, i.e., the delivery of nutritious meals to participants in an orderly, sanitary manner. Our February 4 guidelines stressed all of these points and they should be kept clearly in mind in organizing and operating programs during the coming summer.

Many of the questions being submitted relate to documenting or establishing an audit trail of the cost of program operations, especially when severe economic need exists and the sponsor is approved for assistance under the "up to 80% of total operating costs" provision. (Section 225.10(e) of the regulations). In many such cases, program sponsors are requesting consideration of an allowable credit for "in kind" contributions, i.e., food, volunteer personal services, etc., in establishing total program costs, for use as the base to which the allowable percentage figure is to be applied. Parenthetically, it does not always have to be the full 80 percent.

We have used OME (BOB) Circular No. A–87, Principles for Determining Costs Applicable to Grants and Contracts with State and Local Governments, for

guidance in this matter. Selected paragraphs of Circular A–87 are paraphrased herein and are to be followed by Regional Offices and State agencies in making decisions on allowable costs for this type of operation. However, the remaining contents of Circular No. A–87 are not applicable. Only the content of this memo is to be used for guidance in these situations.

COMPOSITION OF COST

1. *Total cost of program operations* is comprised of allowable direct cost incident to program operations and allowable indirect costs.

2. *Allowable Direct Costs.*—Out-of-pocket costs to the sponsor in the operation of the program for the food, its preparation, its delivery to the site of feeding the children, its service, the supervision of the feeding and clean-up thereafter, including disposal of refuse.

3. *Allowable Indirect Costs.*—

(a) Cost of normal administrative services of the sponsor's administrative staff to carry out full-time or part-time duties related to the operation or administration of the Special Food Service Program.

(b) Cost of part-time or full-time personnel and support services supplied by other units of the city government to the Special Food Service Program.

4. *Limitations.*—Allowable costs for personnel services shall be limited to the salaries of personnel that have been relieved of other duties (full-time or part-time) and assigned specific duties that are essential to the satisfactory operation of the Special Food Service Program.

5. *Unallowable Costs.*—Bad debts, contributions to a contingency reserve, contributions of cash, or food, or volunteer personnel services, entertainment, fines and penalties, interest on loans, etc.

Based on the audits of a few of last Summer's programs, we must emphasize, in the strongest terms possible, that the cost of program operations must be documented and an audit trail must be available to verify such costs. Further, related arrangements and agreements must be worked out prier to opening of the food service. Finally, performance must be checked to the extent necessary to insure adequate recordkeeping, as well as the service of meals, as outlined in our February 4 guidelines.

It will be necessary that you and the State agencies provide such program sponsors with special instructions relative to the submission of claims for reimnot exceed 80 percent of the total cost of program operation, i.e., the sum total cost of operation, with the understanding that the allowable reimbursement shall not exceed 80 percent of the total cost of program operation, i.e., the som total of the allowable direct and indirect program costs.

In view of this special handling, Regional Office-administered service institutions of this type would be exempt from the automated claims processing system. These claims should be processed by Regional Office personnel and forwarded here to the Finance Division for payment as in the past. All other claims from service institutions will be forwarded directly from the sponsor to the Finance Division for automatic data processing.

Except for the last paragraph, please pass this information on to the State agencies in your Region.

FROM MAYOR GIBSON, OF NEWARK

Federal contribution, July 1970 to May 1971

Type "A" lunch program	$1,822,033.09
Special milk program	92,243.37
Breakfast program	127,075.65
Total	2,101,352.11

FROM MR. KOPLAN, OF SAN ANTONIO

U.S. DEPARTMENT OF AGRICULTURE,
FOOD AND NUTRITION SERVICE,
SOUTHWEST REGION,
Dallas, Tex., April 12, 1971.

Mr. EDWARD E. KOPLAN,
Coordinator, Youth Resources, Human Resources,
City of San Antonio, San Antonio, Tex.

Subject: San Antonio Summer Recreation Programs.

DEAR MR. KOPLAN: This will confirm our telephone conversation last Friday concerning Special Food Service Program assistance for the proposed recreation programs in the San Antonio area.

Guidelines for the Special Food Service Program during the summer of 1971 were recently provided to our office. Among other items in the guidelines it is clear that under no circumstances do the program regulations or the enabling legislation permit the Department to fund the program in total. As we discussed 80% of the total food service costs may be paid for by the Department under certain circumstances. However, this should be necessary only in the neediest of cases. When a service institution is approved for 80% assistance, the difference or 20% must be made up in cash by the program sponsor. This might include the cost of food, labor and other costs related to the food service operation. In-kind assistance may not be used for the sponsor's 20% share.

If the food service operation is approved for 80% assistance, it would not be possible to provide Nonfood Assistance under concurrent program agreements. In other words, the Department is not able to provide 75% of the sponsor's 20% of the cost of providing the food service.

We trust that the assistance which can be provided by the Department will be adequate to insure a more extensive food service to the summer recreation programs to be conducted in the San Antonio area. We also would like to see consideration given to Mr. Smith's proposal as stated in his March 19 letter. This may be the initial effort to involve more local support for an adequate food service program in summer recreation activities.

We appreciate the courtesies extended to Mr. Laney and myself and please feel free to contact our office if we may be of any further assistance in this matter.

Very truly yours,

JOSE A. ACOSTA,
Administrative Officer,
Child Nutrition Programs.

FOOD AND NUTRITION SERVICE,
SOUTHWEST REGION,
Dallas, Tex., May 18, 1971.

Subject: Guidelines for the Special Food Service Program for Children—Summer of 1971.

To: All State Directors (Child Nutrition Programs).

Several questions, raised in response to our February 9, 1971 subject guidelines, particularly on the "80% assistance" service institutions, prompt this supplementing memorandum.

The questions we are receiving all concern the problem of determining the cost of program operations in those situations where a program sponsor, usually a unit of city government, contracts with the Regional Office or a state agency to operate a summer feeding program and coordinates or arranges to get the job done by contracting for prepared meals to be delivered at selected serving sites. Usually the supervision, actual serving of the meals, and clean-up of refuse is handled by arrangements with other cooperating groups or volunteers.

Such situations are quite different from established year-round programs, and we must use unusual techniques to accomplish program objectives, i.e., the delivery of nutritious meals to participants in an orderly, sanitary manner.

Our February 9 guidelines stressed all of these points and they should be kept clearly in mind in organizing and operating programs during the coming summer.

Many of the questions being submitted relate to documenting or establishing an audit trail of the cost of program operations, especially when severe economic need exists and the sponsor is approved for assistance under the "up to 80% of total operating costs" provision, (Section 225.10(e) of the regulations). In many such cases, program sponsors are requesting consideration of an allowable credit for "in kind" contributions, i.e., food, volunteer personal services, etc., in establishing total program costs, for use as the base to which the allowable percentage figure is to be applied. Parenthetically, it does not always have to be the full 80 percent.

We have used Office of Management and Budget Circular No. A–87, Principles for Determining Costs Applicable to Grants and Contracts with State and Local Governments, for guidance in this matter. Selected paragraphs of Circular A–87 are paraphrased herein and are to be followed by Regional Offices and state agencies in making decisions on allowable costs for this type of operation. However, the remaining contents of Circular No. A–87 are not applicable. Only the content of this memo is to be used for guidance in these situations.

COMPOSITION OF COST

1. *Total cost of program operations* is comprised of allowable direct cost incident to program operations and allowable indirect costs.

2. *Allowable Direct Costs.*—Out-of-pocket costs to the sponsor in the operation of the program for the food, its preparation, its delivery to the site of feeding the children, its service, the supervision of the feeding and clean-up thereafter, including disposal of refuse.

3. *Allowable Indirect Costs.*—

(a) Cost of normal administrative services of the sponsor's administrative staff to carry out full-time or part-time duties related to the operation or administration of the Special Food Service Program.

(b) Cost of part-time or full-time personnel and support services supplied by other units of the city government to the Special Food Service Program.

4. *Limitations.*—Allowable costs for personnel services shall be limited to the salaries of personnel that have been relieved of other duties (full-time or part-time) and assigned specific duties that are essential to the satisfactory operation of the Special Food Service Program.

5. *Unallowable Costs.*—Bad debts, contributions to a contingency reserve, contributions of cash, or food, or volunteer personal services, entertainment, fines and penalties, interest or loans, etc.

Based on the audits of a few of last summer's programs, we must emphasize, in the strongest terms possible, that the cost of program operations must be documented and an audit trail must be available to verify such costs. Further, related arrangements and agreements must be worked out prior to opening of the food service. Finally, performance must be checked to the extent necessary to insure adequate recordkeeping, as well as the service of meals, as outlined in our February 9 guidelines.

It will be necessary that state agencies provide such program sponsors with special instructions relative to the submission of claims for reimbursement. Reimbursement shall be based on an assigned percentage of the total cost of operation, with the understanding that the allowable reimbursement shall not exceed 80 percent of the total cost of program operation, i.e., the sum total of the allowable direct and indirect program costs.

GENE E. GOOD,
Supervisor,
Child Nutrition Programs.

[U.S. Department of Agriculture, Consumer and Marketing Service, Consumer Food Programs]

AGREEMENT—SPECIAL FOOD SERVICE PROGRAM FOR CHILDREN—SUMMER PROGRAMS

Name and Address of Sponsoring Agency (Street No., RFD No., City, State and ZIP Code). The same as entered on application, Form CFP–81. City of San Antonio, P.O. Box 9066, San Antonio, Texas 78204

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Agreement No. 4802952051001

In order to effectuate the purpose of Section 13 of the National School Lunch Act (42 U.S.C. 1751–1760), as amended, and the regulations governing the Special Food Service Program for Children issued thereunder (hereinafter referred to as the "Program"), the United States Department of Agriculture (hereinafter referred to as the "Department") and the Sponsoring Agency (hereinafter referred to as the "Sponsor"), whose name and address appear above, acting on behalf of each service institution listed on Schedule A of this agreement, covenant and agree as follows:

THE DEPARTMENT AGREES THAT to the extent of funds available, it shall reimburse the Sponsor in connection with meals served to children in the service institutions listed in Schedule A during the period hereinafter stated. During any summer season, the amount of reimbursement for meals on behalf of each service institution shall not exceed the lesser of (1) an amount equal to the number of meals, by types, served to children, multiplied by the rates assigned by the Department as shown on Schedule A, or such other rate as may be subsequently assigned by the Department, or (2) the cost of obtaining food. If the service institution has been approved to receive operating cost financial assistance in lieu of reimbursement for meals, the amount of financial assistance will not exceed 80 per centum of the operating cost of the Program.

THE SPONSOR REPRESENTS AND WARRANTS THAT it is (1) the governing body responsible for the administration of the service institution or institutions listed on Schedule A of this agreement, or (2) it is a nonprofit agency that is exempt from income tax under the Internal Revenue Code, as amended, to which the service institutions listed on Schedule A have delegated authority for the operation of their food service; and in order to qualify for reimbursement under this agreement, in conducting the food service in the service institutions listed in Schedule A it will:

1. Operate a nonprofit food service using all of the income therefrom solely for the operation or improvement of such service, except such income shall not be used to purchase land, to acquire or construct buildings, or to make alterations of existing buildings;
2. Serve meals which meet the minimum nutritional requirements specified in Schedule B of this agreement, during a period designated as the attendance period by the service institution;
3. Price each meal as a unit (if meals are priced separately);
4. Supply meals without cost or at a reduced price to all children who are determined by the service institution to be unable to pay the full price;
5. Furnish a written statement of the policy followed in making determinations as to who receives free or reduced price food service. Such policy, to the extent practicable, shall be established in consultation with public welfare and health agencies, and shall be consistent with the guidelines issued by the Secretary on this subject;
6. Make no physical segregation of or discrimination against any child because of his inability to pay the full price of the meals;
7. Claim reimbursement for the types of meals provided to children at the rates specified in Schedule A of this agreement or at such other rate as the Department may subsequently assign, or on an operating cost basis, if approved;
8. Submit claims for reimbursement in accordance with procedures established by the Department;
9. Maintain, in the storage, preparation and service of food, proper sanitation and health standards in conformance with all applicable State and local laws and regulations;
10. Purchase, in as large quantities as may be efficiently utilized in the Program, the foods designated as plentiful by the Department;
11. Accept and use, in as large quantities as can be efficiently utilized in the Program, foods offered as a donation by the Department;
12. Maintain necessary facilities for storing, preparing and serving food; or utilize existing school food service facilities;
13. Maintain full and accurate records of the Program, including those set forth on page 2 of this agreement, and retain such records for a period of three years and three months after the end of the fiscal year to which they pertain;
14. Upon request, make all accounts and records pertaining to the Program

available to the Department and the General Accounting Office for audit or administrative review at a reasonable time and place.

The sponsor hereby certifies that each of the service institutions listed on Schedule A of this agreement is nonprofit and exemtp from Federal income tax under the Internal Revenue Code, as amended.

The sponsor assures the Department that it is in compliance with and will comply with all requirements imposed by or pursuant to, the Civil Rights Act of 1964 and the nondiscrimination regulations of the Department, as now or hereafter amended (7 CFR Part 15), to the end that no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under, the Program. Federal financial assistance under this agreement is extended in reliance on the representation made herein as to nondiscrimination. This nondiscrimination assurance shall obligate the sponsor as long as assistance is provided hereunder or it retains possession of any assistance otherwise provided by the Department. In case of failure of the sponsor to comply with this nondiscrimination assurance, the United States has the right to seek its enforcement by judicial or other means.

The department and sponsor mutually agree that:

1. Schedule A on Page 3 hereof, listing service institutions approved by the Department, shall be a part of this agreement;

2. Service institutions may be added or deleted from Schedule A as need arises, and the references herein to Schedule A shall be deemed to include such schedule as supplemented and amended;

3. The Department shall promptly notify the Sponsor of any change in the minimum meal requirements or in the assigned rates of reimbursement (which appear on Schedule A) or in other approved reimbursement. The Department shall not make any change in the minimum meal requirements to become effective in less than 60 days after publication of notice thereof;

5. No Member or Delegate to Congress, or Resident Commissioner, shall be admitted to any share or part of this agreement or to any benefit that may arise therefrom; but this provision shall not be construed to extend to this agreement if made with a corporation for its general benefit;

6. For the purpose of this agreement, the following terms shall mean, respectively:

(a) *Service Institution*: Means a private, nonprofit institution, or a public institution, such as a child day-care center, settlement house, or recreation center, which provides day care, or other child care where children are not maintained in residence, for children from areas in which poor economic conditions exist or areas in which there are high concentrations of working mothers. The term "service institution" includes a private, nonprofit institution or a public institution that develops a special summer program providing for children from such areas food service similar to that available to children under the National School Lunch or School Breakfast Programs during the school year, and includes a private, nonprofit institution or a public institution providing day-care services for handicapped children from such areas.

(b) *Cost of Obtaining Food*: Means the cost of obtaining agricultural commodities and other foods for consumption by children. Such costs may include, in addition to the purchase price of agricultural commodities and other foods, the cost of processing, distributing, transporting, storing or handling of any food purchased for, or donated to, the Program.

(c) *Fiscal Year*: Means a period of twelve calendar months beginning with July 1 of any calendar year and ending with June 30 of the following calendar year.

(d) *Meal*: Means food which is served to children during their attendance at a service institution and which meets the nutritional requirements of Schedule B attached hereto.

(e) *Operating Cost:* Means the cost of obtaining, preparing, and serving food.

7. This Agreement shall be effective for the period commencing the 7th day of June, 1971, and ending the 13th day of August, 1971; if this period extends into a second fiscal year (that is, if it begins on or before June 30 and ends on or after July 1) the Department's agreement to reimburse the sponsor is conditioned upon the continued availability of funds appropriated for Special Food Service Program for Children purposes for such first fiscal year or upon the appropriation of funds by the Congress for such second fiscal year in a sufficient amount, and no legal liability on the part of the government for the

payment of any money shall arise unless and until such appropriation shall have been provided. (Do not complete this section.)

This Agreement may be terminated upon ten (10) days written notice on the part of either party hereto, and the Department may terminate this Agreement immediately after receipt of evidence that the terms and conditions of this Agreement and of the regulations governing the Program have not been fully complied with by the Sponsor. Any termination of this Agreement by the Department shall be in accord with applicable laws and regulations. No termination or expiration of this Agreement, however, shall affect the obligation of the Sponsor to maintain and retain records and to make such records available for audit.

8. The terms of this agreement shall not be modified or changed in any way other than by the consent in writing of both parties hereto.

9. The reporting and/or recordkeeping requirements contained herein have been approved by the Bureau of the Budget in accordance with the Federal Reports Act of 1942.

RECORDKEEPING REQUIREMENTS

The institution must keep full and accurate records respecting its food service to serve as a basis for the claim for reimbursement and for audit and review purposes. The records to be kept include the following:

1. *Meals.*

(a) Daily number of meals served to children, by type of meal.

(b) Daily number of meals served free or at reduced price to children, by type of meal.

(c) Daily number of meals served to adults, by type of meal.

2. *Program Income (Receipts).*

(a) From children's payments.

(b) From Federal reimbursement.

(c) From adults' payments.

(d) From all other sources, including loans to the Program.

3. *Program Expenditures.* (Supported by invoices, receipts, or other evidence of expenditure.)

(a) For food.

(b) For labor.

(c) All other expenditures, including repayment of loans to the Program.

4. *Value of Donations to Program.*

(a) Donated food, exclusive of foods donated by the Department.

(b) Donated services.

(c) All donations other than food and services.

GERALD C. HENCKEL,
City Manager,
San Antonio, Texas.
May 27, 1971.

JOSE A. ACOSTA,
Administrative Officer,
Child Nutrition Programs.
June 11, 1971.

CITY OF SAN ANTONIO,
San Antonio, Tex., June 1, 1971.

Mr. GENE E. GOOD,
Supervisor, Child Nutrition Programs,
U.S. Department of Agriculture, Southwest Region, Dallas, Tex.

DEAR MR. GOOD: The City of San Antonio is making application by means of this letter and the attached executed agreement forms for a special food service summer program. This program will be operated by the City in the disadvantaged areas of the community. These areas will be designated by the City Departments involved in the overall summer effort and in conjunction with the boundaries established by the Community Action Agency and the Model Cities Department.

This program will be operated on behalf of the children attending the summer enrichment programs. The food services program will provide a noon meal, as

described in Schedule "B" of the attached agreement and a suplemental food serving as described in the same schedule. The San Antonio Special Food Service Program will be provided to all children attending programs in the disadvantaged areas at no cost.

The City requires financial assistance for the cost of obtaining food and operating costs in lieu of reimbursement for meals. The City understands that this financial assistance will not exceed 80 per centum of the operating cost of the program. The City of San Antonio also understands that for the purpose of determining the 80 per centum factor, it, the City will use established city audit procedures in conjunction with the Office of Management and Budget Circular No. A–87 as it applies to this program.

The overall program that will be operated by the City will be based essentially on the operation of the summer 1970 program. There will be approximately 95 neighborhood based centers with an average daily attendance of 20,000 children. The program will operate from June 7, 1971, until August 13, 1971. This schedule could be set back one week; however, the overall operating period will be approximately 50 days. The average cost per meal and supplement has been let for bid because of state law and city charter. However, the anticipated food and operational cost will be Sixty-five cents (65¢) per child per day.

The City of Antonio is extremely interested in being able to provide the program as outlined in this request for our children. The City feels that it is vitally important to the health and well-being of the children in the summer as well as serving as an important supplement to the nutritional base given these children during the year in the school lunch program. I must point out that because of financial as well as budgetary limitations the City of San Antonio can participate in the above outlined program only if approval for financial assistance is given on the 80–20 basis.

Should you equire additional information or statistics on the San Antonio program, please contact Mr. Edward Koplan of our Division of Youth Services. I am sure the Department of Agriculture shares my enthusiasm for the very positive benefit this program will provide to the children of San Antonio.

Sincerely,

GERALD C. HENCKEL,
City Manager.

JUNE 4, 1971.

Mr. GERALD C. HENCKEL,
City Manager, City of San Antonio,
San Antonio, Tex.

Subject: Special Food Service Program Assistance—San Antonio Summer Recreation Program.

DEAR MR. HENCKEL: This is in reference to the Special Food Service Program forms submitted for the City of San Antonio Summer Recreation activity which involves approximately 20 thousand children during June 7 through August 13.

A review of the participation forms and your accompanying June 1 letter appeared to be in order; therefore, the program agreement for your summer recreation activity will be approved for 80 percent financial assistance for it's food service. The remaining 20 percent will be paid for by the Program sponsor. Formal notification of approval and the sponsor's copy of the participation forms, will be provided the latter part of next week.

As explained to Mr. Ed Koplan, Special Food Service Program funds are assured through June 30 and your request for approximately $200,000 for program operations during June will be approved. However, this will also advise that the present legislation for the Special Food Service Program For Children expires June 30, 1971. The Department of Agriculture has requested legislation to continue the Special Food Service Program beginning July 1, 1971 and has included funds for the program in the 1972 Fiscal Year budget request. We will, of course, contact sponsors which operate after June 30, 1971, as soon as further information concerning the continuation of the program is made available to this office.

We will look forward to assisting the City of San Antonio in providing an improved food service for the children attending it's recreation program this summer.

Very truly yours,

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JOSE A. ACOSTA,
Administrative Officer,
Child Nutrition Programs.

U.S. DEPARTMENT OF AGRICULTURE,
FOOD AND NUTRITION SERVICE,
SOUTHWEST REGION,
Dallas, Tex., June 15, 1971.

MR. GERALD C. HENCKEL,
City Manager,
City of San Antonio, San Antonio, Tex.

Agreement No. 4802952051001

Subject: Official Notice of Approval—Special Food Service Program—Summer Program—80% Assistance.

DEAR MR. HENCKEL: Enclosed is the official "Notice of Approval", approving your centers to participate in the Special Food Service Program during the 1971 summer recreation season.

Reimbursement may be claimed for meals or meal supplements served to children only during the period shown in Item 7 of the Special Food Service Program Agreement. If there will be any change in the beginning and/or ending dates of the recreation program period (Item 7), this office must be notified immediately.

Important: This will also advise that the present legislation for the Special Food Service Program for Children *expires June 30, 1971.* The Department has requested legislation to continue the Special Food Service Program beginning July 1, 1971 and has included funds for the program in the 1972 Fiscal Year budget request. In the event that the program is continued, we will contact sponsors which operate after June 30, 1971 as soon as practicable after July 1, 1971. Please refer to Item 7 of the agreement for more detailed information.

Please file the enclosed program forms with all other records pertaining to the Special Food Service Program. All program records must be maintained for three years and three months after the end of the fiscal year (June 30) to which they pertain.

As previously discussed with you, approval of 80% assistance under the Special Food Service Program is quite different from the type of assistance provided established year-round programs therefore it is highly important to fully document all eligible program expenditures. The following items are provided for your benefit in determining the specific costs which are eligible to be considered for the sponsor's 20% share.

1. *Total cost of program operations* is comprised of allowable direct cost incident to program operations and allowable indirect costs.

2. *Allowable Direct Costs.*—Out-of-pocket costs to the sponsor in the operation of the program for the food, its preparation, its delivery to the site of feeding the children, its service, the supervision of the feeding and clean-up thereafter, including disposal of refuse.

3. *Allowable Indirect Costs.*—

(a) Cost of normal administrative services of the sponsor's administrative staff to carry out full-time or part-time duties related to the operation or administration of the Special Food Service Program.

(b) Cost of part-time or full-time personnel and support services supplied by other units of the city government to the Special Food Service Program.

4. *Limitations.*—Allowable costs for personnel services shall be limited to the salaries of personnel that have been relieved of other duties (full-time or part-time) and assigned specific duties that are essential to the satisfactory operation of the Special Food Service Program.

Any costs or other expenses not covered or included in the above information must be approved by the Regional Office before these costs may be considered as part of the sponsor's 20% share. Please bear in mind that all allowable direct and indirect program costs must be carefully documented to substantiate the sponsor's share of program costs.

We are enclosing a sample time sheet which may be used to document labor expenses by the sponsor. You will note that the sample time sheet includes such items as date, number of hours worked, rate per hour, space for signature and certification by appropriate official of the sponsor.

Please refer to the official Notice of Approval for the meal or meal offerings which have been approved for reimbursement. Prior approval must be obtained from the Regional Office for reimbursement for meal offerings not shown on the official Notice of Approval. Please refer to sponsor's copy of the Special Food

Service Program agreement for the minimum meal and meal supplement requirements for the food service offered to the children in attendance at your recreation centers.

Please review the centers on Schedule A of the agreement and submit the complete name and address of any centers which have been omitted. Mr. Koplan indicated that a revised list would be submitted as soon as the full summer recreation program plans are completed.

We plan to schedule an on site visit by a Regional Office representative in the very near future. In the meantime, should you have any questions or need any further information concerning the 80% assistance being provided to your program, please contact this office.

Very truly yours.

JOSE A. ACOSTA,
Administrative Officer, Child Nutrition Programs.

FROM MR. ROBLES, OF LOS ANGELES

UNITED STATES DEPARTMENT OF AGRICULTURE,
FOOD AND NUTRITION SERVICE,
MIDWEST REGIONAL OFFICE,
Chicago, Ill.

To: Potential Sponsor of Special Food Service Program for Children.

The United States Department of Agriculture's Special Food Service Program for Children was established to assist in improving the nutritional status of preschool and school-age children. During the past year, we have assisted, with their food service programs, day care centers, settlement houses, and recreation centers which provide day care for children from low income areas or from areas with many working mothers. Cash reimbursement, as well as federally donated foods, are available, along with technical assistance and guidance.

Of 696 Midwestern programs operating in 1969, 454 were "summer only" programs. Sponsors were Y.M.C.A.'s, churches, Youth Opportunity Programs, universities, school districts, park districts and welfare departments. They were all concerned with the needs of children for supervised activity and nutritious meals during non-school months.

This summer, we want to reach many more children. If your school district is planning to operate a summer program which does not give academic credit, but is meant to enrich a child's summer vacation exeprience through a planned program of activities, then you may be interested in applying for assistance with your food service through the Special Food Service Program.

It is important that you understand that the Special Food Service Program is in no way intended to replace the School Lunch Program, but is meant to supplement it in those programs which would not be otherwise eligible for assistance.

We are interested in making contact with summer day camps, child care centers, park programs and educational and recreational centers which may qualify. If you are planning to institute such a program, or know of any other public or private nonprofit organization which might be potential sponsors of such programs, please contact the USDA, Special Food Service Program for Children at 536 South Clark Street, Chicago, Illinois 60605, or phone 312-353-6662.

Sincerely,

R. J. NELSON,
Supervisor,
Child Nutrition Program.

U.S. DEPARTMENT OF AGRICULTURE,
FOOD AND NUTRITION SERVICE,
WESTERN REGION,
San Francisco, Calif., May 26, 1971.

MR. ARNOLD ROBLES,
Director of Parks and Recreation,
Los Angeles, Calif.

DEAR MR. ROBLES: Thank you for calling me last Friday to give an up-to-date estimate of participation on your anticipated summer feeding program. It is obvious you have done an excellent job of promoting the program since present estimates indicate a participation of 273,000 children per day. We have advised our Washington, D.C. Office of this participation for a lunch and supplement (at a reimbursement rate of 30¢ and 10¢ respectively) for ten weeks, which would run approximately $100,000 per day or five million dollars for the entire summer program. A reveiw of the fund situation will be made, and they will advise us as soon as possible.

Thank you again for your interest and cooperation.

Sincerely yours,

JACK BRADLEY,
Supervisor,
Child Nutrition Program.

58-854—71—pt. 6——6

Item 2—Material Submitted by Other Than Witnesses

FROM SENATOR COOK, OF KENTUCKY

FEEDING PROGRAMS

Fiscal year	Milk	Sec. 4 [1] school lunch	Sec. 11 [2] school lunch	Breakfast	Equipment	State administrative expenses	Sec. 6 commodities	Special feeding	Summer special feeding
1967	$104,000,000	$147,600,000	$1,900,000	$572,000	$689,000	----------	$57,900,000	----------	----------
1968	104,000,000	154,700,000	4,800,000	2,000,000	736,000	----------	55,500,000	----------	----------
1969	104,000,000	161,500,000	42,000,000	5,500,000	10,200,000	$530,000	64,100,000	$1,600,000	$6,000,000
1970	104,000,000	168,000,000	132,000,000	10,800,000	16,600,000	1,700,000	64,300,000	7,300,000	1,600,000
1971 (estimated)	104,000,000	225,000,000	356,400,000	15,000,000	15,000,000	3,500,000	62,300,000	20,700,000	8,500,000
1972 (budget request)	[3]	225,180,000	356,400,000	15,000,000	16,110,000	3,500,000	64,300,000	32,000,000	[4]

[1] Sec. 4 school lunch is general cash assistance used to reimburse all lunches—free, reduced, and full price lunches.

[2] Sec 11 school lunch is special assistance plus sec. 32 funds. Used to supplement reimbursement for free and reduced price lunches.

[3] No budget request but on June 17, 1971, USDA announced that they will continue to operate the milk program as in the past, if Congress votes to appropriate funds for this purpose.

[4] Undetermined.

Total, all programs (including special feeding programs)

Fiscal year—	Amount
1967	$307.5M
1968	319.7M
1969	387.6M
1970	502.5M
1971 (estimate)	803.2M
1972 (budget request)	814.7M

Total (excluding special feeding programs)

Fiscal year—	Amount
1967	$307.5M
1968	319.7M
1969	386.0M
1970	495.2M
1971 (estimate)	782.5M
1972 (budget request)	782.7M

FROM ASSISTANT SECRETARY LYNG, OF USDA

JUNE 23, 1971.

Hon. GEORGE MCGOVERN,
Chairman, Select Committee on Nutrition and Human Needs,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Thank you for your letter of June 21 requesting me to appear before your Committee this Friday to discuss funding for summer feeding programs.

Because of a previous engagement I am not free at the time you suggest. Perhaps we can arrange a mutually convenient time as early as possible next year.

I am enclosing a letter to Chairman Talmadge, Committee on Agriculture and Forestry, and a press release issued yesterday outlining our request to the Senate Appropriations Committee for an additional $11,225,000 for the Special Food Service Programs for Children. I believe this should substantially solve the problem.

Sincerely.

RICHARD LYNG, *Assistant Secretary.*

Enclosures.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., June 22, 1971.

Hon. HERMAN E. TALMADGE,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate,

DEAR MR. CHAIRMAN: You have requested information for use during Conference Committee consideration of H.R. 5257. The following material summarizes the fiscal 1971 and 1972 funding situation for both in-school feeding programs and for the non-school program for children in day-care centers and summer programs.

IN-SCHOOL PROGRAMS

Additional funds for the 1971 school lunch and other school feeding programs are not needed. The Department was able to reposition available funds to meet every State's request for funds for special assistance for free and reduced price lunches and for other priority needs.

Some nonpriority requests were not met. These requests generally involved the transfer of funds reserved for needy children to increase reimbursement assistance for nonneedy children or requests for more nonfood (equipment) funds than the Department believed the States could effectively spend in the remainder of the fiscal year.

The 1972 budget request is sufficient to permit about a 10 percent increase in the total number of school lunches and in the number of free and reduced

price lunches, at the average rates of reimbursement contemplated in the 1972 budget request. These contemplated rates are an average of 5 cents under section 4 and an average of 30 cents under section 11 special assistance for free and reduced price lunches.

It is not possible to give the Committee absolute assurance at this time that the school lunch budget request will be sufficient to meet all needs. If, when we obtain information on fiscal year 1972 participation, additional funds appear necessary, we will consider a supplemental request to insure that needy children in participating schools continue to have access to a free or reduced price lunch.

Available 1971 funds for the Special Food Service (non-school) Program were recently repositioned among the States. After this reapportionment, a total of 14 States needed an additional $1.2 million to complete their 1971 programs. We will be able to meet this remaining need for 1971 funds from the section 32 funds made available in our 1971 Appropriations Act. The 14 States have been notified that the additional $1.2 million will be made available.

Funding for the 1972 non-school feeding program does present a problem. A number of States have requested summer assistance substantially in excess of the apportionments they can expect under the applicable formula contained in Section 13(b)(2) of the National School Lunch Act. Requests received from States for funds for the July–September quarter alone total $26.6 million. This is $5.8 million more than the $20.8 million requested in USDA's budget for all non-school feeding programs for the full 1972 fiscal year.

Last year's total outlays on summer programs were $5.8 million. In some States summer outlays in fiscal 1971 were in excess of statutory apportionments. These extra costs were financed by reapportioning funds not used in other States during fiscal 1970. These reapportioned funds made possible large summer programs in cities such as Chicago, Detroit and the District of Columbia. This year there are no unspent funds to reallocate and the requests for such funds are much larger than last year.

The following table shows formula allocations and summer program requests for the four States that are facing the largest deficits:

State	Full year 1972 formula share	Summer requests
California	$863,437	$7,082,130
New York	887,887	4,147,000
Illinois	627,090	1,908,080
Georgia	858,483	1,360,000

In order to extend the benefits of summer programs to the maximum possible degree this summer, we are asking the Congress in our Appropriation Bill, to transfer an additional $11,225,000 of section 32 funds from commodity programs. This will bring fiscal 1972 outlays for non-school feeding up to the authorized level of $32 million.

If Congress approves, we propose to provide every State with at least the amount of funds provided for last summer's programs. We intend to distribute the remaining additional funds on an equitable basis to provide support for moderate program expansion.

While section 32 funds for non-school feeding would be made available by H.R. 5257, we prefer to obtain these funds by the regular appropriation process. We have asked the Senate Appropriations Committee to provide an additional $11,225,000 in section 32 authority for this purpose. We anticipate favorable action prior to July 1.

Sincerely,

RICHARD LYNG.

Item 3—Letters of Interest

JUNE 17, 1971.

HON. CLIFFORD M. HARDIN,
Secretary, U.S. Department of Agriculture,
Washington, D.C.

DEAR MR. SECRETARY: Last week the House of Representatives authorized you to use up to $50,000,000 of the funds available under Section 32 to meet needs arising in the child nutrition programs. Just yesterday, the Senate Agriculture Committee went one step farther. Effectively, they handed you a blank check and said that it now was up to you to do the necessary job.

Ordinarily, I would wait until the Conference Committee between the House and Senate had met and acted. But this is not an ordinary set of circumstances nor an ordinary authorization. At state is the money needed to feed needy children this summer in our cities across the nation, many in programs that are scheduled to begin next Monday, June 21. It is also not an ordinary set of circumstances because until just a few short weeks ago, representatives of your Department were actively encouraging the states and cities to expand their summer feeding programs to reach as many needy children as they could. For example, just this Spring, in a meeting attended by all of the 77 cities of Los Angeles County, your representative said: "You get the kids and we'll get the money." And Los Angeles County "got the kids." This summer they expect to feed 273,000 children each day, at a cost of $5,000,000. Just this week they were told, again by your representatives, that the entire state of California would receive only $883,000. Los Angeles' share would not be able to sustain their program for more than a few days.

Chicago provides a similar example. There, members of the Mayor's staff were also encouraged to expand their programs to reach more children this year than last. After considerable effort the city was prepared to feed an average of 65,000 children each day in 350 sites throughout the city. The total cost of the program would be about $2,500,000, which they had been told to expect. Then just this week, they were told that the entire state of Illinois would be allocated only $200,000. In my own State of South Dakota, a special effort to feed Indian children on reservations like the Rosebud and Wounded Knee would have to be abandoned.

The same story can be told of Trenton, Detroit, Dallas, St. Louis, Baltimore, Atlanta, Newark, Tallahassee, and cities throughout the nation. Responsible city officials were encouraged by USDA representatives to expand their programs and were given firm assurances that the money would be available. Contracts were let. City budgets were tapped to provide the local cash contribution required. Teenagers were promised jobs. Food service companies were hired.

Then, just one week from the scheduled opening date of the programs, these same USDA representatives said that there would be no money for summer feeding programs. It is difficult to understand such seemingly contradictory behavior. It is particularly difficult to understand because on the same days that your representatives in the USDA regional offices were informing the cities that there wasn't any money, representatives here in Washington were assuring the members of the Senate Agriculture Committee that there was no problem finding the money for the programs. Assistant Secretary Lyng has now even testified on three separate occasions this year that: "We are happy to be able to report that we have been able to meet demonstrated needs for additional funds this year."

Time is short, Mr. Secretary. As you no doubt recall, the summer feeding programs were one part of the Congressional response to the desperation and frustration that had erupted in bitter riots during the summers of 1966 and 1967.

This summer, as for two years, the summer feeding programs would not only provide food for needy youngsters, but they would provide jobs for teenagers as well. The impact that might be expected as the word spreads round the cities was not lost on members of your own department. In their own words:

In summary, because of summer strife and metropolitan problems, the Special Food Service Program for Children has become an important dimension of summer programs throughout the nation and under our current apportionment formula and budget restrictions, Section 32 block grants are necessary if we respond to this need. Because of the important role and social impact this program has on endeavors of this nature, considerable reaction will be forthcoming in the event funds are not available. In addition, we anticipate a ground swell of public opinion that could very well affect the reaction to the supplemental appropriations bill now in the Senate."

Mr. Secretary, what the House and Senate have authorized you to do is something that you have always had the authority to do. Our actions merely underscore our belief that your department has a responsibility to honor the commitments, verbal as well as written, which have been made.

The National Conference of Mayors, meeting in Philadelphia, went to considerable effort to alert their Senators of the pressing need for immediate action on the summer feeding programs. They are all too aware of the "important role and social impact" of such a program. The cities have been quiet. To reward that tranquility by eliminating the programs on which that quiessence, in part, depends would only write large the idea all too often believed; that government will respond not to responsible action but only to riots.

I believe this to be a matter of the utmost urgency. Your department solicited the expansion of the programs, your department assured Congress that it would be able to meet all its obligations. Only three days remain for that to become a reality.

Sincerely,

GEORGE MCGOVERN,
Chairman.

FROM GEORGIA

HOUSTON COUNTY COMMUNITY ACTION COUNCIL,
WARNER ROBINS, GA., *June 16, 1971.*

HON. GEORGE MCGOVERN,
U.S. Senator, Old Senate Building,
Washington, D.C.

DEAR SIR: We wish to appeal to you for help in reinstating the summer lunch program which has abruptly been canceled by the Bureau of Management and Budget. This program is designed to feed needy children during the summer when no other lunch program is available. Many volunteers have worked long and hard to prepare for this program. In Houston County alone, 6,000 children expect to be fed Monday. Because of no warning of this cancelation until all plans and publicity were complete, these children will go hungry and the public will lose all confidence in the Federal Government's concern for the welfare of the needy. We earnestly solicit your support and feel confident that through your actions the needy will be cared for in our Nation.

RONALD ROWLAND,
Chairman.

FROM PENNSYLVANIA

CITY OF PHILADELPHIA, *June 24, 1971.*

THE SENATE NUTRITION COMMITTEE,
Senate Annex Building,
Washington, D.C.

GENTLEMEN: I was deeply disturbed to learn that Philadelphia's special Summer Food Program allocation would not be forthcoming for the summer of 1971.

This program was highly successful last summer, when over 30,000 disadvantaged youth were served a lunch. In far too many instances, this lunch was the only nutritional meal these youngsters received during the day.

The City of Philadelphia, working with the State Food and Nutrition Division and the U.S.D.A. Regional Office had meetings, as early as March of this year, where those City officials in attendance had been encouraged, by both the State and the U.S.D.A., to make application for the Special Summer Food Program.

On behalf of Mayor James H. J. Tate, we strongly urge the Senate Nutrition Committee to do whatever is in its power to seek funds for lunches for 30,000 disadvantaged youth in the City of Philadelphia for the summer of 1971

Sincerely yours,

FRED T. CORLETO,
Managing Director.

FROM NEW YORK

Senator GEORGE MCGOVERN,
Chairman, U.S. Senate.

New York State officials have estimated that 3.5 million dollars would be necessary for summer feeding programs for poor children in New York City. This would provide 100,000 lunches each day and 150 jobs in our city. As you know, the conference report on HR 5257 has now been agreed on by both the House and Senate, and if it is approved by the President, the bill would authorize the Department of Agriculture to use section 32 funds of up to 35 million dollars this year and 100 million dollars in 1972 in addition to other funds appropriated for free and reduced price meals for needy children. Your efforts to see that these funds are utilized by the Department will be greatly appreciated.

JOHN V. LINDSAY.

FROM SENATORS MONDALE AND HUMPHREY

U.S. SENATE,
COMMITTEE ON LABOR AND PUBLIC WELFARE.
Washington, D.C., June 25, 1971.

Hon. CLIFFORD M. HARDIN,
Secretary, Department of Agriculture,
Washington, D.C.

DEAR MR. SECRETARY: Recently, cities all over the country were informed by your Department that there would not be adequate funds for the Special Food Service Program for Children. As a result, hundreds of thousands of children are being denied meals that they had been promised by local officials.

In our state of Minnesota about 50,000 children are benefitting from fiscal 1971 funds. A total of $305,000 was provided for the Minnesota program, with an additional $304,000 requested. For fiscal '72, the plans call for up to 500,000 children to be served in both year round and special expanded summer programs. The anticipated dollar amount for fiscal 1972 is $1.5 million.

The Department's request for this program in fiscal 1972 was $20.7 million—the same as this year, and totally inadequate to meet the need. Indeed, the estimate of the League of Cities—National Conference of Mayors—presented to the Senate Select Committee on Nutrition and Human Needs—is that at least $47.9 million is needed.

Both houses of the Congress have made clear their intention that this program receive adequate funds. The necessary funds are available to you under Section 32. Therefore, we respectfully request that you take immediate steps to insure that the financial requirements of this program are met.

Too many children are already going hungry. We can not permit any more to be made the victims of budgetary mismanagement or bureaucratic indifference.

With warmest regards.

Sincerely,

WALTER F. MONDALE,
U.S. Senate.

HUBERT H. HUMPHREY,
U.S. Senate.

FROM 45 U.S. SENATORS

JULY 2, 1971.

HON. GEORGE SHULTZ,
Director, Office of Management and Budget, Executive Office of the President, Washington, D.C.

DEAR MR. SHULTZ: We are writing to ask your immediate reconsideration of the funding being made available for this year's summer child feeding programs. These programs, authorized under the National School Lunch Act, provide nutritious meals for thousands of needy children in our urban areas.

Early this week the Department of Agriculture announced that it would allocate $18.1 million for the summer feeding programs, noting that this represented a three-fold increase over last summer. It is a matter of grave concern to us that this figure represents $15.0 million less than what is needed to insure full funding for the summer feeding programs. We are concerned that millions of children in New York and Newark, in San Antonio and Los Angeles, in Minneapolis and Indianapolis, and in many other cities throughout the nation will not be fed this summer, as they had been promised.

The Department of Agriculture has publicly acknowledged that, as of June 18, it had received requests from cities and state for summer feeding programs totalling $26.6 million. However, we believe that this total does not reflect the latest estimates. A more recent survey conducted by the National League of Cities—U.S. Conference of Mayors revealed that summer requests actually total $33.0 million. It is from this second estimate that we derive the need for an additional $15.0 million.

It is not as if our cities and states had acted without Department of Agriculture support or promise of full funding. As you are no doubt aware, the expansion in the summer feeding programs this year is a direct result of Department of Agriculture promotion in cities and states across the nation. Our cities were urged to expand their efforts and were promised that the necessary money would be forthcoming. Programs were planned in full faith that the Department of Agriculture would stand behind its promise of funds. Moreover, when some question arose as to whether sufficient money was indeed available, Congress acted swiftly to provide both the spending authority and funds.

Last week the Congress specifically authorized the Secretary of Agriculture to spend up to $100 million from Section 32 funds (customs receipts) on this year's summer programs, in addition to whatever funds might be included in the Department of Agriculture appropriation bill. As Senator Talmadge, Chairman of the Senate Agriculture Committee, expressed it.

". . . the bill we have reported, authorizes the Secretary of Agriculture to use Section 32 funds in *any* amount (subsequently set at $35 million for FY 1971 and $100 million for FY 1972) necessary to keep this program going beyond June 30. The Committee included this provision because of the practical certainty that the appropriation for the Department of Agriculture for Fiscal Year 1972 will not be passed before July 1, and because of the probability that insufficient funds will be provided by a continuing resolution . . . Given all of these circumstances, there would seem to me to be no basis for the concern now manifested in many city halls about a cut-off of money for the summer nutrition program."

That was the expressed intent of the Senate and the House. We were aware that the regular appropriations process might not be completed in time, and might not—because it began before the funding crisis was made known—provide as much as would be required. It was the firm intent of the Congress that the Secretary of Agriculture be given clear direction as to the use of Section 32 funds with respect to this program.

Congress intended that the summer programs be immediately and fully funded.

This matter is one of the greatest urgency. We respectfully request that full funding of the summer feeding programs be reconsidered in the light of Congressional action.

Sincerely,

Clifford P. Case, Birch Bayh, J. Glenn Beall, Jr., Lloyd Bentsen, Edward W. Brooke, James L. Buckley, Lawton Chiles, Marlow W. Cook, Alan Cranston, Thomas F. Eagleton, Mike Gravel, Fred R. Harris, Philip A. Hart, Vance Hartke, Mark O. Hatfield, Ernest F. Hollings, Harold E. Hughes, Hubert H. Humphrey, Daniel K. Inouye, Henry Jackson, Jacob K. Javits, B. Everett Jordan, Ed-

ward M. Kennedy, Warren Magnuson, Charles M. C. Mathias, Jr., George S. McGovern, Walter F. Mondale, Joseph M. Montoya, Frank E. Moss, Edmund S. Muskie, Gaylord Nelson, Bob Packwood, John O. Pastore, Clariborne Pell, Charles H. Percy, William Proxmire, Abraham Ribicoff, Richard Schweiker, William B. Spong, Jr., Adlai E. Stevenson III, Stuart Symington, Robert Taft, Jr., John V. Tunney, Lowell P. Weicker, Jr., and Harrison A. Williams.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF MANAGEMENT AND BUDGET,
Washington, D.C., July 8, 1971.

Hon. CLIFFORD P. CASE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR CASE: Thank you for your July 2 letter concerning the summer child feeding program (non-school).

As you know, the President last week signed H.R. 5257, and we have already initiated the steps necessary to fund all of the applications received from cities and states for this program, which as you say amount to some $33 million. We earlier had concurred with the Department of Agriculture in increasing last year's program threefold up to a total of $18.1 million. There is considerable reason to believe on the basis of last year's experience, that many states will not utilize the full amounts available to them, and there is further concern, which the Department of Agriculture has quite properly expressed, that such rapid expansion of a program such as this can lead to abuses of the program. Unfortunately too, the program is not focused, as we believe it should be, so that truly needy children receive the maximum benefits.

Nevertheless, because of the President's very strong feeling that needy children should have fully adequate and nutritious meals, we agree with the Department of Agriculture that the applications from the various cities and states should be accepted and approved, and we are cooperating with the Department of Agriculture to provide the necessary funds, including Section 32 funds, to accomplish this. We will also work closely with the Department to ensure that the program will be administered in accordance with the intent of the Congress, and that abuses are minimized. We also have in mind, as does the Department, the importance of proceeding rapidly, so that the full benefits of the program will be realized this summer as intended.

Sincerely,

GEORGE P. SHULTZ,
Director.

FROM AMERICAN ACADEMY OF PEDIATRICS

JUNE 29, 1971.

Hon. CLIFFORD M. HARDIN,
Secretary of Agriculture,
U.S. Department of Agriculture, Washington, D.C.

DEAR MR. SECRETARY: The American Academy of Pediatrics, the national organization of board certified physicians caring for children, was most disturbed to hear that cities across the nation are being denied promised funds for the operation of Special Food Service Programs during the summer of 1971. In light of the President's commitment that all needy children receive a free or reduced price lunch by Thanksgiving of 1970, the Academy finds the present withholding of funds indefensible. Many children served by the Special Food Service Program are already undernourished and should not be deprived the one nutritious meal served them daily. A hungry child cannot realize his full potential or maximally benefit from the day's activities.

It is our understanding that money is available under Section 32 of the Agriculture Act of 1935, at the discretion of the Secretary of Agriculture, for such emergencies as currently exist. Although this fund has been traditionally reserved for other purposes, we think it most appropriate that it be used for the relief of the Special Food Service Program at this time. In addition to the $32

million already allotted, an additional $15 million is needed for the full operation of this vital program. Both Houses of Congress have expeditiously passed legislation authorizing you to use Section 32 funds for the relief of the child nutrition programs. We see this legislation as simply underscoring the firm intent that child nutrition programs continue to expand and reach needy children.

If the Administration is sincere in its commitment to feed the hungry children of this nation, we are confident that this crisis situation will be quickly and equitably resolved. The American Academy of Pediatrics, on behalf of the nation's children, sincerely urges that the Administration release the necessary monies for the continued operation and expansion of the summer Special Food Service Program.

Sincerely yours,

ROBERT G. FRAZIER, M.D.
Executive Director.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., July 22, 1971.

Hon. GEORGE MCGOVERN,
Chairman,
Select Committee on Nutrition and Human Needs, U.S. Senate.

DEAR MR. CHAIRMAN: Your June 17 letter to Secretary Hardin concerning the status of the Special Food Service Program for Children has been referred to me for reply.

As you know, the Department as of June 28 had allocated $18,144,665 to the States for their summer feeding programs. On July 12 the Department allocated an additional $11,822,776, from Section 32 funds to the States for their programs. This latter distribution was based on a July 10–11 re-check of the fund requests of the States and cities as of the June 30 cutoff date. Based on the re-check we believe that all fund requests have now been covered.

Accordingly, a total of $29,967,441 has now been allocated to the States for the summer feeding program. This is approximately five times the amount used for summer programs in 1970 and should permit a substantial expansion of these programs. A press release and allocation table is enclosed for your information.

The Committee's interest and support of child nutrition programs are appreciated.

Sincerely,

RICHARD LYNG,
Assistant Secretary.

Item 4—Newspaper Articles Regarding Summer Feeding Program

[The Washington Post, June 18, 1971]

CITIES LOSE U.S. FUNDS FOR SUMMER LUNCHES

By Nick Kotz

The Agriculture Department has informed big cities throughout the country that they will not receive expected funds to feed hundreds of thousands of poor children this summer.

The children were to receive free meals, starting next week, under a federally supported summer program to feed poor children in day care and recreation programs. During the school year, the children are helped by the national school lunch program.

City officials in Baltimore, Detroit, Los Angeles and other cities charged in interviews yesterday that the department has precipitated a crisis in ghetto areas by reneging on promises of food aid.

Agriculture Department officials said 11 cities, including Washington, D.C., have planned programs for 425,000 children at a federal cost of $11 million, while only $4.7 million is available to fund summer programs throughout the country.

The District has planned a $1 million program for 50,000 children but is scheduled to receive only $145,000 for both summer and full-year programs.

Sen. George S. McGovern (D-S.D.) disclosed the crisis in summer lunch programs and asked Agriculture Secretary Clifford Hardin to take immediate action to meet the problem.

Richard Lyng, assistant secretary of agriculture, acknowledged in an interview that needed funds are not available and that department officials improperly promised such funds to the cities.

"I just don't see how we can satisfy the requests of all these cities," Lyng said. "It's a major problem and I don't have an immediate solution to it. Some of our people simply didn't face up to the budgetary problems soon enough. We have to have budgetary discipline in these things."

Among cities informed this week of sharp cutbacks in expected funds are:

Baltimore, which planned to start feeding 40,000 children next Monday at a federal cost of $1 million. USDA has said that all of Maryland will receive only $265,000 for year-round programs as well as summer programs.

Chicago, which planned to feed 60,000 children, beginning June 28, at a federal cost of more than $1.2 million. Chicago is now scheduled to receive only $185,000.

Los Angeles, which planned to feed more than 200,000 children with $5 million in federal aid, has been informed that all California will get only $863,000.

Detroit, which planned a $1.3 million program for 50,000 children, will have to share in Michigan's total allocation of $500,000.

The U.S. Conference of Mayors, in a resolution at its national convention, asked Congress to pass legislation immediately to meet the needs of all city lunch programs.

"This is incredible," said Deton Brooks, commissioner of Chicago's department of human resources. "They dropped this on us 10 days before the program is to start. How are we going to feed these kids?"

Baltimore Mayor Thomas D'Alesandro III, said:

"Our situation is desperate. We don't have the money and the kids are going to be out there in the streets. We had a good program last year and were promised support for a better one this summer.

Arnold Robles, coordinator for the youth advisory council of Greater Los Angeles, said he has hesitated to inform 65 community organizations that

promised funds will not be delivered to feed 273,000 children beginning July 1.

"I'll have to bar my doors and put on a steel hat," he said. "This is just terrible—one more broken promise to those kids."

The funding mixup apparently occurred because USDA officials badly underestimated funds needed to fulfill federal obligations on the year-round feeding program that ends June 30, and failed to consider its pledges for new funds starting July 1.

The Nixon administration has requested $20.7 million, the same amount as this year for both summer and year-round programs under the out-of-school feeding programs of the Child Nutrition Act.

According to law, these funds are distributed on the basis of poor children living in the 50 states. The Agriculture Department avoided a similar crisis last year by redistributing funds not used by other states. However, the department has run out of current fiscal year funds and thus cannot meet the immediate needs of big cities beginning July 1.

City officials throughout the country said the department told them to expand their programs this summer. Assistant Secretary Lyng said he learned of the fund problem only two weeks ago. Lyng then ordered his subordinates to tell cities their expectations could not be met.

[UPI Release, June 25, 1971]

HUNGER—TWO MAYORS ACCUSE AGRICULTURE DEPARTMENT

Washington—Two big city mayors accused the Agriculture Department today of reneging on promises to finance feeding programs for ghetto children, raising the threat that millions will go hungry this summer.

The accusations were leveled by Mayor Roman S. Gribbs of Detroit, Mich., and Kenneth A. Gibson of Newark, N.J.

"The Federal Government has left us holding the bag. They have urged us to man the serving lines and then in effect have closed the kitchen," Gribbs told the Senate Hunger Subcommittee.

"The hypocrisy and cruelty of this action, in the light of deliberations to authorize millions of dollars to save failing aerospace corporations, is incomprehensible.

Our children are our most precious human resource, yet their basic welfare is sacrificed to the rhetoric of a balanced budget," said Newark Mayor Kenneth A. Gibson.

"It seems to me this is really outrageous if we can't get the release of these funds for this feeding program," said Sen. George McGovern, D–S.D., chairman of the subcommittee.

Congress authorized special feeding programs for out-of-school children in 1968. But the program did not get underway until 1971 when $20.7 million was appropriated, $5.8 million of which was earmarked for summer programs.

Few cities took adavntage of it however, because they were either unaware of it or did not have the 20 percent matching money required. Detroit devised a program, though, that was acclaimed by the USDA, which then urged other cities to make application for funds, assuring them they would be available.

By the Department's own figures, applications are now on file totalling $26.6 million.

But while USDA field agents were urging the cities to participate to expand the program, the administration sought only the same amount—$5.8 million—for this year.

McGovern said he estimated there were requests for at least $32 million on file.

Cities across the country moved to expand and informed their poor people there would be free or reduced cost meals available for their children this summer. Detroit more than doubled its program from feeding 25,000 last year to an anticipated 50,000 this year, at a cost increase from $400,000 to $1.3 million; Newark moved to expand from a pilot $7,100 project last year to one feeding 27,000 this year at a cost of $970,000; Los Angeles geared up to feed 301,000, but under USDA plans, there will be only about $200,000 available for the entire State of California, or just enough to run the Los Angeles program for two days.

The USDA has agreed to transfer $11.2 million from other funds for the program, but no more. That would raise the money available to $17 million—far short of the $26 million in applications already on file.

Anticipating such a situation, Congress has ready for final passage, expected next week, a bill to permit the USDA to use all the money it wants for the summer feeding program—up to $135 million. This money would not have to be appropriated. It would come from a fund known as "Section 32," taxes collected on imported agriculture products.

But Richard Lyng, Assistant Secretary of Agriculture, has informed Sen. Herman E. Talmadge, D–Ga., chairman of the Senate Agriculture Committee, the USDA doesn't want to use this money.

"We prefer to obtain these funds from the regular appropriations process," Lyng wrote Talmadge.

[The Washington Post, June 26, 1971]

FOOD PROGRAM CUTS SEEN INCITING GHETTOES

Officials of four large cities charged yesterday that the Nixon administration has contributed to possible tension in urban ghettos by reneging on its promise to expand federal summer feeding programs for poor children.

The officials appeared before the Senate Select Committee on Nutrition, whose chairman, George McGovern (D-S.D.) said, "It seems to me this is really outrageous if we can't get release of these funds."

McGovern said adequate funding has been blocked by the White House's Office of Management and Budget.

Congress has virtually completed action on legislation authorizing the Agriture Department to spend more than $100 million of available funds, but the department has said it will spend only $32 million—at least $16 million less than the amounts requested by cities.

In noting that Agriculture and budget officials refused his invitation to testify at yesterday's hearing, McGovern said: "The story of the summer feeding programs has been so confused and so ineptly handled that it is little wonder the men responsible for the difficulty do not want to show their faces."

The Agriculture Department this week increased its request for funds from $20.7 million to $32 million following the first congressional and mayors' protests. Assistant Secretary Richard Lyng said these funds will permit cities to maintain last year's program levels and have "moderate program expansion."

However, a department source said the administration will be forced to consider spending more money when Congress completes action next week authorizing bigger outlays.

The program, authorized by the Child Nutrition Act, provides 80 per cent federal aid to feed poor children in day care and summer recreation programs.

Officials from Los Angeles, Detroit, San Antonio and Newark testified that Agriculture Department officials encouraged them to plan vastly expanded summer feeding programs, and then at the last moment told them money was not available.

"If we don't receive funds we are going to have a mighty hot summer," said Arnold Robles, a Los Angeles official. He said community groups had been promised a 10-week, $5 million program for 273,000 children, but that available federal funds would be exhausted in just two days.

Newark Mayor Kenneth Gibson said: "The incongruity and cruelty of this action, in the light of deliberations to authorize millions of dollars to save failing aerospace corporations, is incomprehensible. Our children are our most precious human resource, yet their basic welfare is sacrificed to the rhetoric of a balanced budget."

[The Washington Post, July 2, 1971]

AIDES VOW TO HOLD UP FOOD FUNDS

By Nick Kotz

President Nixon, yesterday signed two laws authorizing the Agriculture Department to spend more for hard-pressed summer feeding programs. But other administration officials continued to insist they would not spend all the money.

Congress passed the two bills after city officials throughout the country protested that the Agriculture Department had reneged on promises to expand summer feeding in day care and recreation centers.

The Child Nutrition Act provides that the federal government pay 80 percent of the cost of these city-run programs for poor children.

One new law is an emergency appropriation giving USDA an additional $17 million. USDA says it will spend this money.

The other law authorizes USDA to spend $35 million already available to the department from Customs Bureau revenue.

Richard Lyng, an assistant secretary of Agriculture, told the Senate Select Committee on Nutrition again yesterday that USDA would not spend this money.

Senators led by George McGovern (D-S.D.) and city mayors have insisted that USDA needs to spend at least $15 million more to meet commitments made earlier to the cities.

Sen. Clifford Case (R-N.J.) yesterday initiated an appeal to George Shultz, director of the White House's Office of Management and Budget, for the additional $15 million.

Case had 35 senators as cosigners of a letter to Shultz. "Congress intended that the summer programs be immediately and fully funded," wrote Case, who noted that most programs are now starting. "This matter is one of the greatest urgency."

The 11 Republican cosigners included New York Conservative James Buckley. New York City is seeking several million more in lunch funds.

[From the Washington Post, July 7, 1971]

ANOTHER UNKEPT PROMISE TO THE POOR

If the government should have learned anything by now about its relations with the nation's poor, it is that big promises and small deliveries plainly don't work. What's more, when the promises don't come through, there is not only the original problem unsolved but a new one created: the anger and resentment of the poor.

Earlier this year, officials from the Department of Agriculture encouraged a number of large cities, Washington included, to expand its summer feeding programs in day care and recreation centers; the children there are ones who during the school year are helped by the national school lunch program. In effect, and even in the reported words of one federal official, the Department of Agriculture told the cities, "you get the kids and we'll get the money." The cities got the kids. In mid-June, with the hopes of the cities raised high—not to mention the feelings of well-being had by the children—Agriculture said the money would not be coming.

Mayors and city officials are long used to federal bungling, especially when checks are passed out to the poorer citizens, but this pull-back was too much. "The incongruity and cruelty of this action . . . is incomprehensible," said Mayor Kenneth Gibson of Newark, a city which planned to feed children at a federal cost of $980,000 but now must share in the $321,000 assigned to all of New Jersey. In Los Angeles, where more than 200,000 children were planned for with $5 million in federal aid and which now must share $708,000 that all California will get, an official said, "This is just terrible—one more broken promise to the kids."

That might be the bad end of the story there, but it drags on. After the city officials throughout the country protested, Congress, in unusual speed and generosity, passed legislation that woulld authorize the Department of Agriculture to spend more money for the summer feeding programs—at least $15 million to meet the earlier promises. Last week, an assistant secretary told the Senate Select Committee on Nutrition that the department would not spend the money. Obviously, neither the department nor the Nixon Administration can be forced to distribute money they do not wish to. The administration defends itself by saying it is spending three times as much in this area as last year. This is fine,

but the increase is not unusual in a new program the cities are just learning about. Nor does it do much for the many children that city officials say could be fed if Agriculture would spend what Congress has authorized. Another $15 million would go far not only to get the job done but to keep a promise.

This is not a liberal or conservative, Democratic or Republican issue. Forty senators co-signed a letter from Sen. Clifford Case (R-N.J.) appealing to the Office of Management and Budget Director George Shultz to release the money promised by the government. As we are already well into the summer, it would be thought that the Department of Agriculture would be glad to have this solid congressional support. Not only does it now have authorization to spend the necessary money, but a way is found for officials to save face and stand behind their word. Looking beyond this particular summer, the believability of the government may be as crucial an issue as feeding hungry children.

[The New York Times, July 8, 1971]

MORE FUNDS SOUGHT FOR LUNCH PROGRAM

Washington, July 7—Forty Senators urged the Nixon Administration today to release immediately at least $15-million in additional funds they said was promised to cities for summer free lunch programs.

They sent a letter to George P. Shultz, director of the Office of Management and Budget, accusing the Department of Agriculture of reneging on a commitment to cities across the country to provide funds for summer feeding programs this year.

On June 28, one week after Congress had authorized it to spend $32-million specifically and $100-million "if needed" to fund the programs, the department announced that its budget for the programs would be $18.1-million.

Program requests from the cities—largely inner city areas—totaled more than $26-million, the Agriculture Department said. But a survey by the National League of Cities put the total amount of the requests at $33-million.

"We are concerned that millions of children in New York and Newark, in San Antonio and Los Angeles, in Minneapolis and Indianapolis and in many other cities throughout the nation will not be fed," the Senators' letter read.

The letter, written by Senator Clifford P. Case, Republican of New Jersey, carried the signatures of liberal and conservative Senators from both parties, including Senators James C. Buckley and Jacob K. Javits, Republicans of New York.

Summer feeding programs are expected to involve about 2 million youngsters enrolled in various school and day-camp activities.

Last year, the program cost $5.8-million for July and August alone, according to the Agriculture Department, and, at its peak, provided meals for about 564,600 children.

The summer feeding program is an extension of a federally supplemental program that operates during the school year. About 24.4 million children participated in the regular lunch program, with nearly one-third receiving their meals free or at reduced prices.

Philip C. Olsson, Deputy Assistant Secretary for the Department of Agriculture, called the $18.1-million budget for the summer lunch program "adequate because it assures that each state will be able to operate programs at least at the level they did last year and for some, at 10 times the level." He added:

"A review of the management of last year's programs indicated to us that programs expanded beyond this level would only be counter-productive because of administrative problems."

State and local organizers of summer feeding programs have also criticized the Department of Agriculture for refusing to spend more, contending that they were told, in effect: "You get the kids; we'll get the money."

Many densely populated states received considerably less than they anticipated under the department's complicated formula for appropriationg funds for the progrem.

California, for example, asked for $7-million and New York requested $4.1-million, but they were granted $708,300 and $972,660, respectively.

[The Washington Post, July 9, 1971]

WHITE HOUSE BACKS FREE LUNCH PROJECT

The Nixon administration yesterday reversed an earlier decision and agreed to meet the requests of cities for expanded summer feeding programs for poor children.

George Shultz, director of the White House's Office of Management and Budget, informed Senator Clifford Case (R-N.J.) that the administration will spend an additional $15 million to insure that cities can carry out their plans to feed several million poor children in day care and recreation programs.

The federal government pays 80 per cent of the costs of these programs, which provide a summer substitute for poor children who normally get free meals from the National School Lunch Program.

More than 40 senators and mayors from throughout the country have protested the last two weeks that the Agriculture Department had reneged on an earlier promise to fund the expanded programs.

Following the protests, Congress authorized the administration to fund all requests in full, but the Agriculture Department still refused to spend an extra $15 million.

Shultz said the administration will now meet the total requests for $33 million, thereby permitting cities including Los Angeles, New York, Newark, and Minneapolis to carry out their intended feeding plans.

Shultz wrote Case that the administration changed its mind "because of the President's very strong feeling that needy children should have fully adequate and nutritious meals."

Nevertheless, Shultz said he shared the concern of USDA that too rapid expansion "can lead to abuses of the program" and that benefits had not been focused sufficiently on the truly needy.

The funding mixup was first publicized by Sen. George McGovern (D-N.D.). Action came after Case, joined by 39 other senators and Republican Senate Leader Hugh Scott protested to Shultz.

Said Case: "I'm gratified that the administration reconsidered this matter and that millions of needy children will be fed this summer as Congress intended and as the Department of Agriculture originally promised."

[The New York Times, July 10, 1971]

LUNCH MONEY

A hungry child is an unanswerable argument. Whether in Pakistan or the Bronx, a malnourished child is a reproach to adults and to their mistaken values.

Yet budgetary considerations, administrative tidiness and other adult worries still get in the way of perceiving that elementary truth. Thus a Deputy Assistant Secretary of the Department of Agriculture explains why his agency wants to spend only half the money authorized by Congress for a free lunch program this summer for children:

"A review of the management of last year's programs indicated to us that programs expanded beyond this level would only be counterproductive because of administrative problems."

The proposed summer experiment is a new adaptation of the normal school lunch program. A success last summer when nearly 600,000 children participated, it was to be expanded this year to cover two million youngsters. Because of this rapid expansion and because a wide variety of day care centers, day camps, schools and community organizations is involved, there are indeed "administrative problems." But that is hardly sufficient reason to penalize these children from low-income city families.

Led by Senator Case, Republican of New Jersey, 45 Senators from both parties appealed to George Shultz, Director of the Office of Management and Budget, to overrule the Agriculture Department and spend the full $33 million authorized by Congress. The wisdom of their appeal was as clear as a child's voice. Mr. Shultz has agreed to restore the funds. Compassion and common sense have prevailed.

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[The New York Times, July 11, 1971]

FOUR MILLION PAWNS

In the middle were nearly 4 million needy children in the nation's cities. The question: How much would it cost to give them free lunches this summer at schools, day-care centers and day camps? The cities themselves asked the Federal Government for $26-million. The National League of Cities did a survey and came up with $33-million. The Congress authorized the Department of Agriculture to spend $32-million for the free lunch program and another $100-million "if needed."

At the end of June, however, the Department of Agriculture came up with its own estimate of $18.1-million, "adequate," said Deputy Assistant Secretary Philip C. Olsson, "because it assures that each state will be able to operate programs at least at the level they did last year and, for some, at 10 times the level."

Last week, 45 Senators—liberals and conservatives, Republicans and Democrats—sent a letter to George P. Shultz, director of the Office of Management and Budget, accusing the Department of Agriculture of reneging on a commitment and urging that at least $15-million in additional funds be released immediately. "We are concerned that millions of children . . . will not be fed."

And on Friday, the Department bowed, announcing that the $15-million extra would be provided for the lunch program.

[The New York Times, July 11, 1971]

FREE-LUNCH BUDGET INCREASED BY NIXON

Washington, July 10—Yielding to pressure from city and state officials and a bipartisan group of Senators, the Nixon Administration has announced that it will increase the budget of the summer free lunch program by $15-million.

The Agriculture Department announced June 28 that, despite requests from states totaling $33-million, it would operate the program on an $18.1-million budget.

Congress had authorized the agency to spend $32-million to help feed about 3.7 million youngsters and up to $100-million "if necessary" to operate the program. The department said it had decided to limit funding of the program because "over-expansion would be counterproductive."

Today, the White House made public a letter to Senator Clifford P. Case, Republican of New Jersey, from George P. Shultz, director of the Office of Management and Budget, saying that the Administration had decided to authorize $15-million more for the lunch program because of the "President's very strong feeling that needy children should have fully adequate and nutritious meals."

[The Christian Science Monitor, July 13, 1971]

SUMMER IN THE GHETTO

America's big city nonwhite ghettos are under more than the usual miasmic smog of pressure-cooker poverty this summer, as a result of several unhappy factors.

Item: The federal government has once again fallen short on promises made and not kept. One example, the summer feeding programs in day care and recreation centers, for which funds were promised earlier this year by the Department of Agriculture, only to be yanked back after many cities had gone ahead with planned programs. Compounding its miscalculation, the Department of Agriculture turned down the emergency $15 million voted by Congress to help it make good on the DA's promise.

Item: The program of "expanded opportunity for the disadvantaged youth" promised by President Nixon early in June, including 824,000 jobs in federally supported programs, and 2.8 million recreational opportunities, may not be able to deliver to hard-pressed big cities which want the programs but cannot afford them. Fiscally short cities are cutting back on recreational programs and the jobs

that go with them. Soaring welfare costs are a key item in the cities' fiscal plight, and are themselves a product of the lagging economy.

Item: The economic slack, as always, is felt in high unemployment figures; which in turn, as always, is felt mostly by the poor. The National Urban League forecasts up to one million unemployed blacks by midsummer, 600,000 of them in the cities. Joblessness among black teenagers between 16 and 19 years reached 33.8 percent in June even before all schools had let out, exacerbating the already volatile ghetto atmosphere. Add to that some 60,000 black veterans on their way home from Vietnam, and the potential for trouble is clear.

Item: Hard-pressed states are cutting back on welfare benefits this year, according to a confidential federal survey leaked to the press. Among the states making such cutbacks, at a time when demands are greater than ever, are such traditional leaders in welfare expansion as New York and Minnesota, as well as populous New Jersey and California.

The impact of all these factors will vary from city to city, depending on particular circumstances. But many will be in a similar bind as Newark, which had planned to feed children under a $980,000 federal grant. Instead, the 60 percent black city will share one-third that amount with the entire state of New Jersey, leading black Mayor Kenneth Gibson to anguish over the "incongruity and cruelty" of the DA decision.

Economic slack across the country is causing a financial pinch to the affluent, but the true "incongruity and cruelty" is that as always it is the poor who bear the brunt, living as they do at the tail end of the economic gravy train.

Appendix 2

ITEMS PERTINENT TO THE HEARING OF JULY 22, 1971

Item 1—Material Submitted by the Witnesses

FROM REV. WILLIAM CUNNINGHAM, DETROIT
(1607)

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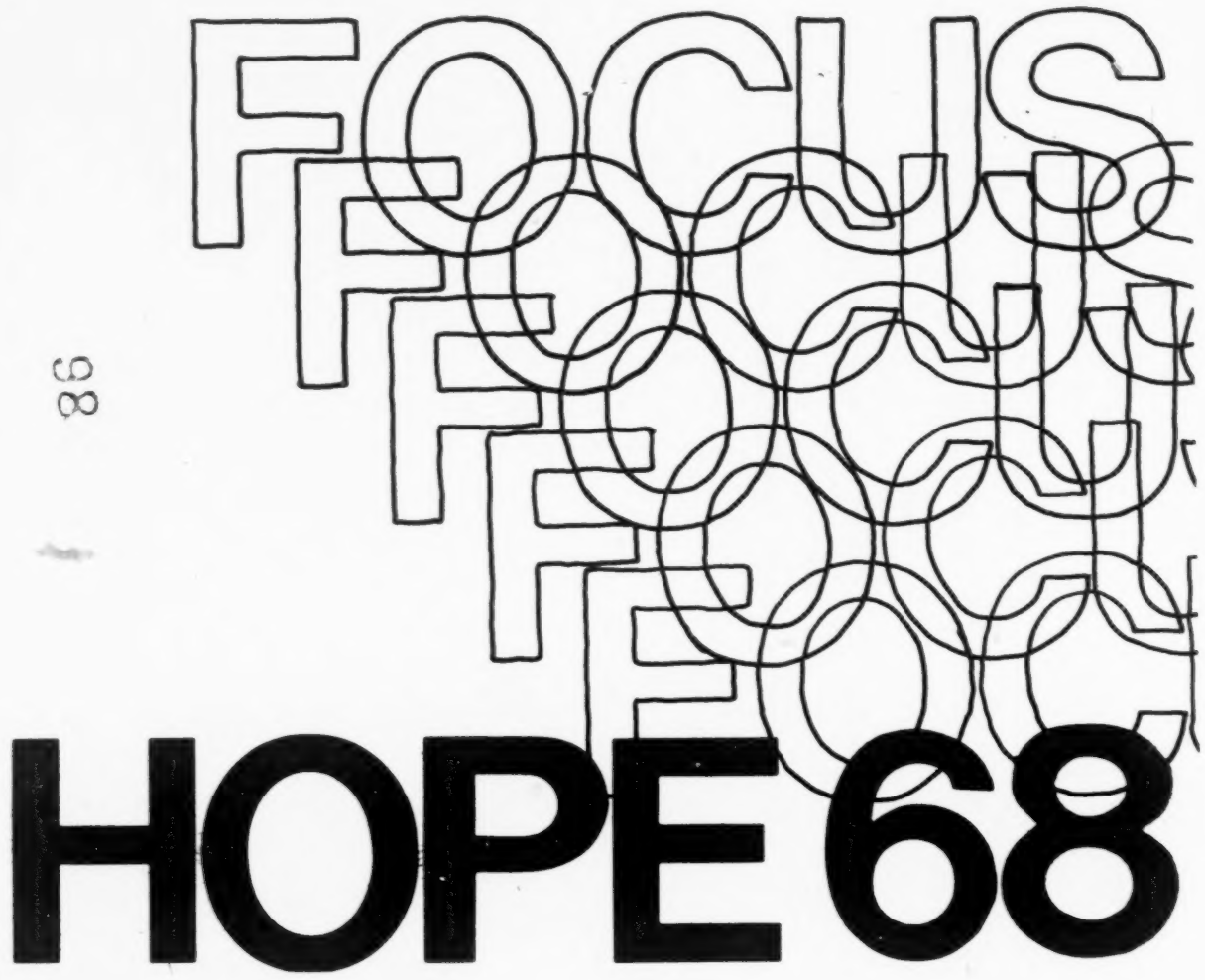

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This report summarizes a comprehensive comparison study of grocery and drug prices and services prepared by Focus: HOPE, Inc.

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Grocery Survey

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Chart comparing availability of chains in city and suburbs
Graphs comparing store conditions, personnel and quality of goods
Conclusions from grocery survey
Reactions from grocers, local press
Ten Dollar Grocery Basket, comparison graphs, interviews with staff, conclusion

The HOPE Food and Drug Survey was encouraged and funded by New Detroit, Inc.

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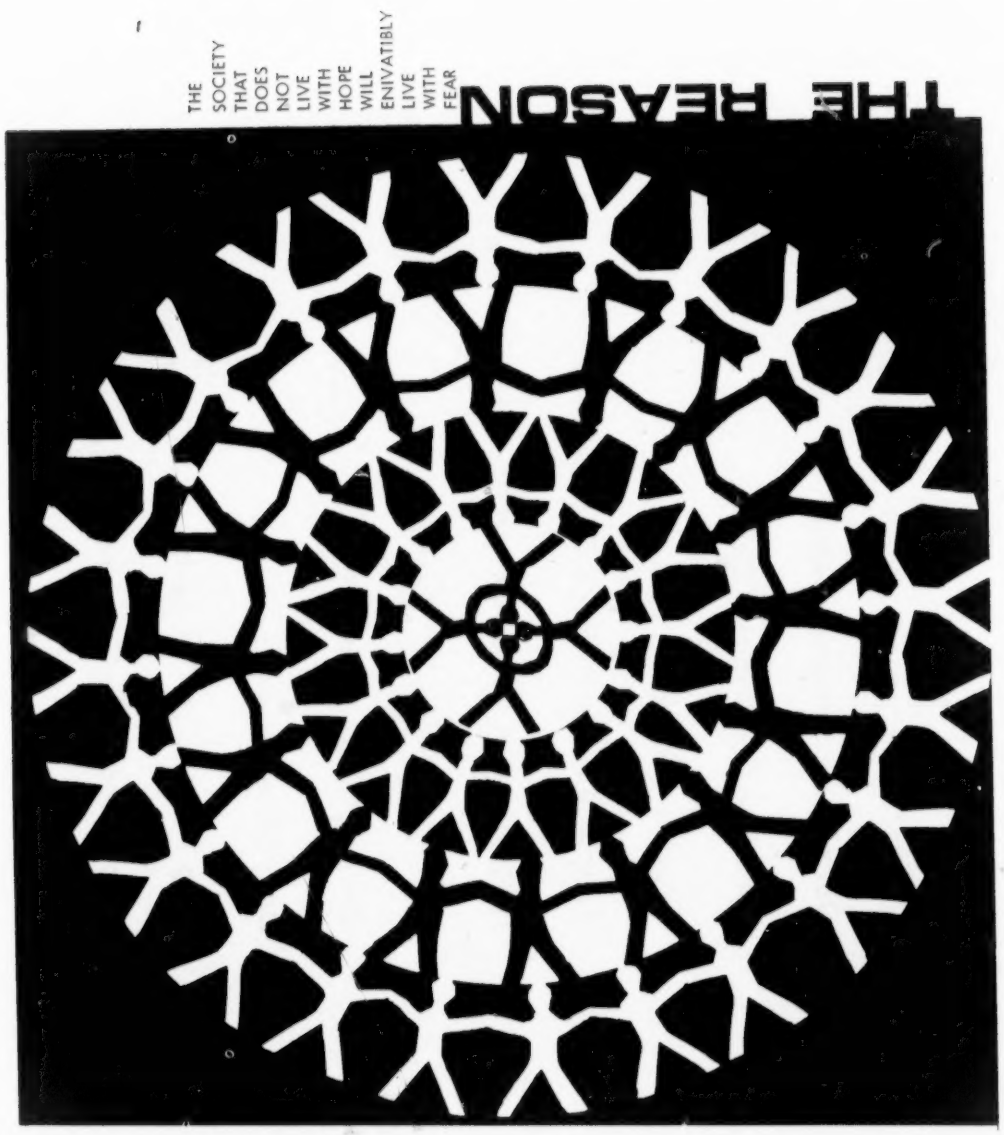
THE REASON
THE SOCIETY THAT DOES NOT LIVE WITH HOPE WILL ENIVATIBLY LIVE WITH FEAR

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THE REASON

Do the poor really pay more for groceries and drugs? If this is true, why is it so? These questions reached peak importance following the nation's worse race riot which erupted in Detroit on July 23, 1967.

In a well documented study conducted by Detroit's Urban League and the Detroit Free Press, anger with local business people was listed as a major cause of the civil disturbance. Roughly 54% of Detroit's inner city dwellers blamed grocery stores where they felt they were treated unfairly. A sizeable minority of 26% blamed neighborhood drug stores.

Many grocery stores and drug stores were looted and burned. Outsiders wondered why. Perhaps it was the despairing anger of a frustrated people. More likely it was the swift solution of a people who refused any longer to suffer injustice. Alexis de Tocqueville expressed it this way: "The evils which are endured with patience as long as they are inevitable, seem intolerable as soon as a hope can be entertained of escaping from them."

Detroit's poor have hope.

EXHIBIT 3

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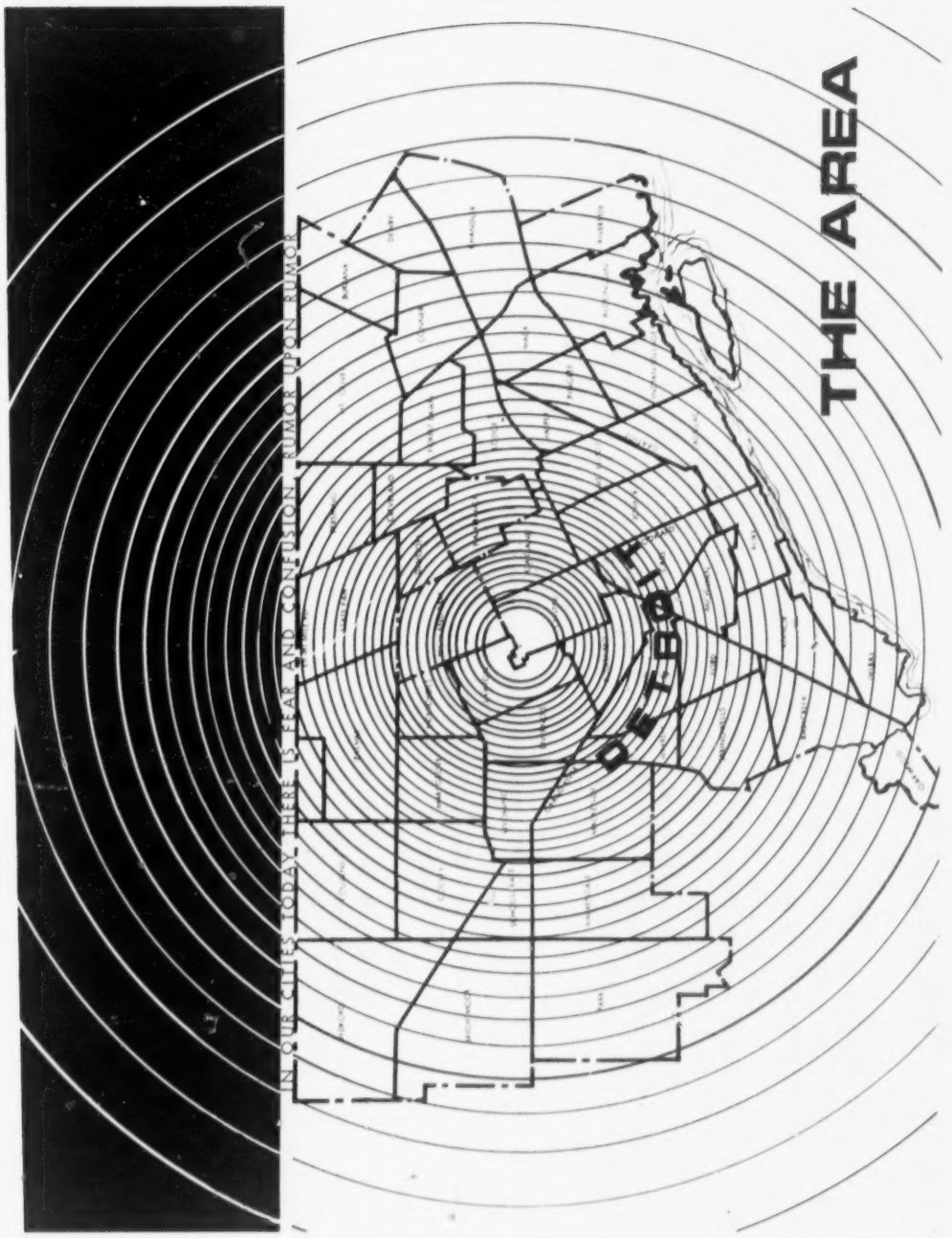
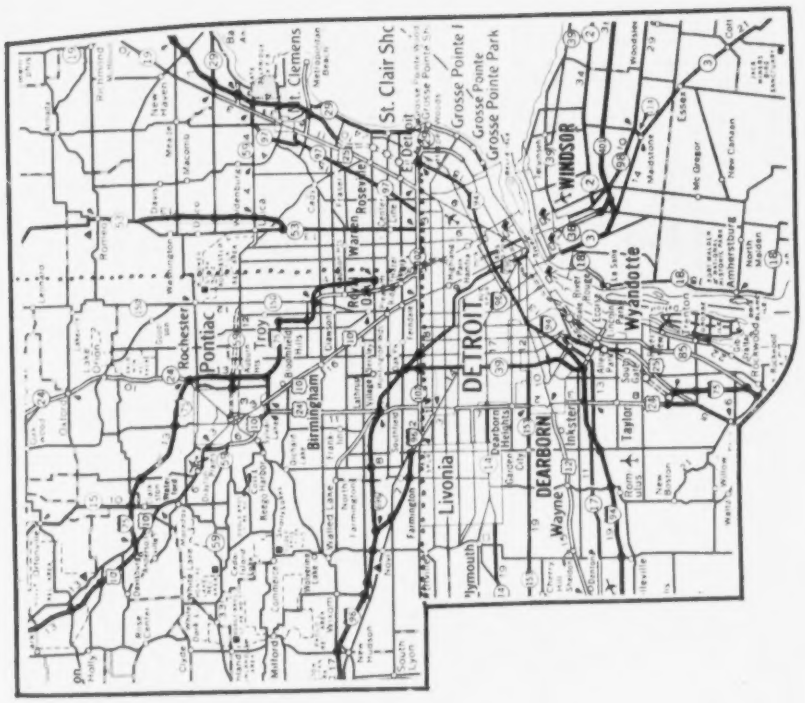

THE AREA
DETROIT
IN OUR CITIES TODAY, THERE IS FAT AND CONFUSION WHERE MUSCLE SHOULD BE



TRI-COUNTY AREA MAP

THE AREA

The drug and food survey encompassed the entire city of Detroit, Highland Park, Hamtramck, and forty two suburban communities that comprise the metropolitan area. For accurate correlation of survey data, the city of Detroit was divided into five major classifications: Very Poor, Low Income Black, Middle Income Black, Low-Middle Income White, Middle Income White. *

Since the suburban communities are nearly all white, racial texture was not a consideration. The suburbs are classified by median annual income: Under $6,000, Over $6,000, Over $8,000, Over $10,000, and Over $12,000.

For accurate correlation of survey data, the City of Detroit was divided into five major classifications. The following maps and legends identify the five sections.

The large core area designated VERY POOR does not, of course, include all the poor, or even the poorest, of Detroit. But it represents the largest continuous stretch of very low income families. We did not attempt to give racial description to this section since in some cases the subcommunity will be predominantly white or Mexican, though the overall percentage is predominantly Black. The main consideration of this VERY POOR sector is the high population density and the low median income.

The LOW INCOME BLACK designation covers those two large areas on the east and west sides of the city which were the centers of most concern during the civil disturbances of July, '67. Depressing poverty is not the main character of these neighborhoods, but, rather, a growing restlessness, demands for complete equality of opportunity, and a strong sense of self-determination and pride. These are the people who want the same kinds of shopping conveniences they see in the suburbs. They refuse to accept anything less. And they are willing to pay for the improvement, if they have not already been paying for it.

The MIDDLE INCOME BLACK area covers a highly residential section surrounding the University of Detroit. These are the Negroes who "have made it." It is curious to compare shopping facilities, quality of goods and prices here with the lower income Blacks and comparable whites.

LOW MIDDLE INCOME WHITE designates a large section of Northeast Detroit. People here tend to be less mobile. They are generally blue collar workers with strong immigrant cultures. Like the LOW INCOME BLACKS and the MIDDLE INCOME BLACKS, white people of this area have an immense pride in home ownership and the fine upkeep of their property.

The extreme Northwest boundaries of Detroit are labelled MIDDLE INCOME WHITE. Generally, these are people who have a high investment in their homes, who are somewhat older than their suburban counterparts of comparable income, and who represent the remnant of the city's affluent white.

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* Because the Hope Consumer Survey was a census of the major chain stores and a heavy sampling of large sized independents, it was necessary to tag the stores by census tract number, and group the census tracts into subcommunities that were fairly homogeneous in population density, mean income, and racial texture. Large groupings such as these prevent the possibility of identifying an exceptional store here and there as a trend.

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THE ORGANIZATION

FOCUS:HOPE, INC.

Focus: HOPE began March 6, 1968, only one year ago, three days after the Kerner Commission published its Report on Civil Disorder. Focus: Summer Hope originated from the frustration of two Catholic priests who felt the need for immediate action to stem the fear that was mounting in Metropolitan Detroit. People, both white and black, needed a dramatic and imaginative sign of hope.

On March 6, 300 people, black and white, from the city and suburbs, were called to a meeting of concern at Sacred Heart Seminary. In the gloom of those dark months following the summer riots, Focus: HOPE wrote to those men and women:

"In our cities today there is fear and confusion,

rumor upon rumor.

For some it means an entrenchment:

for others it provokes the question:

'What can I do?'

for all it becomes a matter for real concern.

Focusing that concern is difficult because so much needs

to be done, yet so little seems to work.

The need for dramatic action,

symbolic gesture and

consistent commitments must lead us to fresh thinking

new awareness,

sensitive and complete

involvement.

We must never say that it is too late, for hope is our

greatest asset when things look dark and

can be our greatest strength when the prophets of

doom offer inaction. It is better that we act now, than

not act at all."

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EDUCATION A MUST

White Detroiters were buying guns, so were blacks. White suburbanites wondered about the burning of Detroit stores, they worried about Black Power-a new slogan then, and they resented the Kerner Report allegation of White Racism. It was time to teach people in Detroit and Troy and Center Line and Dearborn Heights about racism and prejudice and fear and hypocrisy. Many had never heard the word from their pulpits. Tensions were building; time was short.

On March 11, five days after the first meeting with 300 interested citizens, 55 priests met at Franklin Settlement in Lake Orion for the first of a three day training session on racism, attitudinal change and the Kerner Report.

They heard newsmen and psychologists and sociologists and radicals talk about the city. These men were picked for their courage, intelligence and ability to speak. They were excited men, conscious of their responsibility. During the next three weeks they would speak at all the Sunday services in 178 parishes of Greater Detroit. On March 12, 1968 Archbishop Dearden informed all of the pastors about the crash program and asked them to introduce the visiting priests as his own spokesmen.

A press release described that program:

> "Involved was education for clergy and laity, pulpit presentation and home meetings. After three days training for 55 priests on the nature of prejudice and attitudinal change, a training assembly was held for 5,000 people at the U. of D. Memorial Building, concentrating on the Urban Crisis and Black Power. Sermon presentations were given on March 24, 31 and April 17 in 178 Catholic parishes (53 in the City of Detroit, 125 in the suburbs), reaching a congregation of up to 600,000 with 85-90,000 people of all faiths involved in home meetings following the sermon presentation."

Following the HOPE Sermons and home discussions, a Rally of Hope was called for Easter Sunday, April 14, 1968, by Focus: HOPE and the Inter Faith Action Council. The rally developed into a memorial for Dr. Martin Luther King, Jr. HOPE was responsible for the initiation and organization of that rally.

A housing task force developed from the concern of HOPE volunteers over the Jeffries Expressway demolition. HOPE brought local groups into contact with Neighborhood Legal Services and State Representatives. Interests quickly broadened to the general deterioration of central city housing and the thousands of displaced, low income families. Investigations over several weeks indicated that a partial and immediate solution was the rehabilition of existing housing for resale to low income families. Attendance at the National Conference on the Crisis of Urban Housing in Denver, Colorado, as well as meetings with local housing interests and the FHA let to the decision that in 1969, Focus: HOPE would provide a plan for rehabilitating 1,000 homes utilizing the 221 h Section of the Federal Housing Act.

SUPPORT FOR THE BAILEY FAMILY

In early April, 1968 Corado Bailey and his wife reached a painful decision: they were going to sell their house and move from all white Warren. The Baileys were a racially mixed couple, and from the first day they and their eight year old daughter, Pamela, moved into their $25,000 ranch home, residents of Warren harrassed them, stoned their house, paint-sprayed their garage door with insults, while each day teams of Warren mothers followed little Pamela to school hurling hateful words and threats at the frightened child. On April 12, 1968, Good Friday, Hope volunteers drew up a Petition of Support to be circulated through all the churches of Warren. Called a Voice of Support, it read:

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"In June, 1967, the Bailey family moved into Warren, Michigan. At that time, because Mr. Bailey was a Negro, some people in the community organized a program of harrassment, at first so strong that it had to be stopped by police action. But the harrassment has never ceased, taking many forms and causing untold grief and heartache to all members of this family, so much so that they have decided to move.

We, who are citizens of Warren, recognizing that our full support has been lacking, feel that their leaving would be a tragedy for our community. Further, we feel that it is never too late to act and would like now to publicly ask them to reconsider and stay with us. We will try, as Christian people, to overcome the prejudice and bigotry shown them on so many occasions. We want them to be our neighbors, to be a part of the opening up of Warren to all people, of whatever race, nationality or creed. We pledge that we will dedicate ourselves to overcome the dread disease of racism which affects our American society, so that all may live in the dignity and equality which God and our Constitution declare as the right of every man."

Two thousand five hundred men and women signed this statement which was then published in full page ads in the Royal Oak Tribune, the Macomb Daily Press, and the Michigan Catholic. National magazines and other major newspapers picked up the story; JET featured the Warren - Bailey Affair.

For many who signed, it was the first courageous step; for the Baileys, it was a symbolic gesture strong enough to encourage them to stay; for the community of Warren it was a confrontation with conscience that moved many church congregrations to initiate human relations and community affairs groups. Those who signed the support knew new pride; those who had heckled little Pamela and thrown rocks knew shame. Warren was not healed but it found Hope.

REQUIRED LEGISLATION

By Easter '68 supporters of a State Fair Housing Bill began to count votes. The Blue Ribbon power play had failed in the former legislature. Under the direction of House Majority Leader William Ryan, Focus: HOPE drew up profiles of all the State Senators and Representatives. Cells of volunteers were pulled together under area coordinators throughout Wayne, Oakland and Macomb counties. An estimated 6,000 volunteers labored to support or change the mind of their Lansing representatives through home visits, telegrams, phone calls, and delegate trips to Lansing. The State Fair Housing Bill passed. Its passage was not a great step, but its failure would have confirmed the image of white racism in the black community. Several of the cells developed by HOPE began working on local ordinances in several areas including Southfield and Shelby Township. The following letter from a Shelby Township Community Council officer reflects their enthusiasm and endurance:

49015 Valley View Dr.
Utica, Michigan
November 22, 1968

Fr. William Cunningham
Sacred Heart Seminary
2701 W. Chicago
Detroit, Michigan

Dear Father Cunningham:

By way of introduction, I am on the Utica-Shelby-Sterling Human Relations Council and was active along with our group in our unsuccessful attempt to get Shelby to pass the advisory petition on Fair Housing.

The purpose of this note, however, is to thank you on behalf of the Council for your excellent talk at the High School and to assure you that our Council will continue in its efforts in behalf of better understanding between whites and blacks.

The two to one vote against Fair Housing indicates that we have our work cut out for us...but so be it, we'll just have to work that much harder and maybe a little "smarter"...but as noted in that recently maligned anthem..."then conquer we must, when our cause it is just, then this be our motto in God is our trust."

Sincerely,
Robert C. Wilson
Community Relations Committee

OPEN SUPPORT FOR RACIAL JUSTICE

Bumper stickers or lapel badges are the subject of many jokes, and there are those people who are constitutionally opposed to advertising their views in what they consider a rinky-dink, loud-mouthed, Madison Avenue manner. Some protesters may be pure, but many are hiding behind a thin rationalization. It takes a good deal of courage to let people know where you stand on the race issue. Drivers with HOPE stickers on their cars have been stopped by the police, questioned and ridiculed at stop lights, congratulated or harassed at work, suspected or toasted by their neighbors.

For many people there is not an awful lot that can be done to contribute to racial justice and peace, but all of us can let others know where we stand, and letting others know where we stand may be the difference in a community between open bigotry and unwilling but mute acceptance.

The HOPE sign says a lot. The black and white hands speak of the brotherhood of races, not a brotherhood achieved, but one that is tentative--hopeful: the hands are not joined but reaching out toward one another, finger tips barely touching. The word HOPE on both sides of the sign indicates the expectation of both the white and black communities, an expectation based on genuine action and sincere, enthusiastic efforts towards solving the specific problems that have mounted to crisis.

As of the Spring of 1969, Focus: HOPE volunteers have distributed over 80,000 stickers and buttons. From car bumpers to classrooms and refrigerator doors, to factory bulletin boards and executive offices, HOPE signs have spread throughout Metropolitan Detroit to other cities and states. Human relation groups in Royal Oak, Southfield, Jackson, and Davenport, Iowa have adopted the HOPE sign for their symbol, realizing that hope is the product of honest expectation, and action beyond words.

SYNOPSIS OF THE PERMANENT STAFF OF FOCUS: HOPE, INC.

Co-Directors

William T. Cunningham, presently Speech and Drama Director at Sacred Heart Seminary, was assistant pastor at St. Catherine's Parish from 1955-58, on the lower east side, where he developed community programs and worked on the growing crisis of the changing neighborhood. One of the founders of the Archbishops Committee on Human Relations, Fr. Cunningham served as Chairman of the Committee on Education where for a period of seven years he worked on Educational panels and forums throughout the metropolitan area, defining the issues of housing, education, employment and the anatomy of racism. Fr. Cunningham gave the concluding conference at all of the Project Committment Series. In the past several years Fr. Cunningham organized a Community Retreat Program for married couples, college and high school students. A major purpose of the retreat, an intensive formation and sensitivity course, was to present the problems of the community as the responsibility of us all. Hundreds of Hope Volunteers made their original social commitment on these retreats.

Jerome R. Fraser, presently teacher and Coordinator of Instructional Materials at Sacred Heart Seminary, was assistant at St. Boniface and All Saints Parishes from 1957 to 1960. Fr. Fraser worked with Spanish speaking Detroiters in 1957, and was involved in planning the Human Affairs Department of the Detroit Archdiocese, serving on its Research Committee. He was involved in community affairs groups, chaplain of Young Christian Workers and Christian Family Movement, and served on the State Board for Library and Material Development. He has been active in numerous conferences, institutes and seminars on urban environment, and taught courses on Social Problems.

Administrative Assistant

Mrs. Eleanor Josaitis, Parish coordinator and deanery representative for the Archbishop's Committee on Human Relations, past president of the Christian Mothers, coordinator of the Community Retreat Movement, Area Coordinator for United Foundation, suburban wife and mother of five children, initiated Focus: Hope with Frs. Cunningham and Fraser. Mrs. Josaitis was Co-Chairman of the Hope Consumer Survey, and presently heads the Hope Consumer Program.

Research and Development Coordinator

Jerrold Reisman, former VISTA volunteer, received an M.A. in Business Administration from New York University. Previous job experience includes stock market analyst with the James Dines Co. N.Y., and statistical analyst with ATTAC, Detroit. Mr. Reisman researched and directed the data processing on HOPE new housing program for low income families.

VOLUNTEER WORK FORCE

Most people need to be given something to do--a specific job. HOPE has provided challenging work for thousands of black and white people of all economic and educational backgrounds and faiths. Volunteers sold bumper stickers, and acted as resource and host couples for home meetings. No one can estimate the thousands of hours that zealous and talented volunteer leaders expended in planning the massive educational program, the largest of its kind ever successfully attempted. Within two weeks following the announcement of Focus: HOPE, 178 parishes held organizational meetings with HOPE coordinators and resource personnel. Thousands of host couples were contacted. Block by block, and door to door the word went out inviting all comers, of every faith, to the Sunday sermon on the race crisis and to a Sunday evening home meeting.

Thousands worked on the consumer survey: shoppers, computer men, typists, and clerks. Hundreds labored through the night translating survey forms to computer data sheets. Key punch operators, doctors writing prescriptions for the drug survey, dozens of technologists and experts from the food and drug industries gave generous response.

But the ultimate in response is when people begin to develop their own programs. HOPE had a hand in training most of the priests who later assumed positions in the Suburban Action Centers. Scores of independent human relations groups in parishes and communities were born out of first steps taken with Focus: HOPE. Modeled after the Hope Educational Program, the Southfield Ministerial Association held a one day training session for the clergy of that area. Bishop Frederick Schiotz, President of the American Lutheran Church, requested the format of the Focus: HOPE program to be used in all the churches of his denomination. Drs. Arthur Cryns and Franklin Sweig developed the HOPE Program for Clergy into a more extensive training for religious leaders. The Cryns-Sweig project was funded by Ford Foundation.

CONSUMER SURVEY

One of the several action programs begun by Focus: HOPE was the Consumer Survey. The purpose of this survey by 403 women in the city and suburbs was to answer unequivocally the following questions about supermarkets, small grocery stores and pharmacies:

(1) Do the poor pay more?

(2) Does skin color affect service?

(3) Are facilities and products equal for inner city and suburban shoppers?

The consumer survey exposed some of the injustices for the poor and Black in grocery stores and pharmacies. White women from Birmingham, Taylor, Dearborn and Grosse Pointe learned first hand the appalling conditions of shopping in the central city. A slide presentation of survey findings has been made to New Detroit Task Forces; the Consumer Advisory Convention sponsored by the U.A.W.; Business and Professional groups throughout the State of Michigan. The completed report in book form will be sent to local government groups, the Better Business Bureau, Chamber of Commerce, local universities and high schools, and colleges across the country as well as Federal authorities who have voiced their interest. Local food and drug organizations have already been contacted. Special profiles on inner city stores are being prepared for the major chains.

Focus: HOPE is not satisfied by documenting the plight of the poor in the central city market place. It becomes compelling for us to do something about the problems we uncovered.

THE FUTURE

What do we hope to do? What are our plans? Hope is built on realistic expectation. HOPE expects to provide:

(1) The ability to remain responsive to the demands of our volunteers and to the needs of the community.

(2) Programs to eliminate problems defined in the consumer survey.

(3) An immediate attack on the housing crisis for the poor.

(4) Jobs for hardcore, local unemployed, and with the use of this massive housing program as clout, to stimulate trade unions into accepting black members.

The following recommendations were made at the request of the New Detroit Incorporated, which assisted in funding the survey. It should be noted that these recommendations were tentative and exploratory, rather than directive.

Since the recommendations were made, Focus: Hope has engaged in serious and, apparently, fruitful dialog with an Ad Hoc

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Pharmacy Study Committee, comprising the major officers of the pharmaceutical profession. Meetings have been held with owners and representative of major good chains, and representatives of the Associated Food Dealers have made arrangements for discussing the survey findings and specific recommendations. Focus: HOPE intends to issue a progress report on these negotiations, as well as the findings on follow-up surveys, in the near future.

A. Education

- Publication and distribution of HOPE CONSUMERS SURVEY; pre-publication orders have already been received from government agencies, universities, religious and human relations groups across the nation.

- Consumer problems of the poor presented to the white community: a slide show has been prepared and will be kept current to inform human relations groups, church groups, schools, etc., of the problems of the central city shopper along with recommendations appropriate to the group. Discussions are being led by trained ladies who took part in the survey, particularly those from the suburbs. To date we have had several hundred requests for this service.

- Support through survey data of such groups as the Better Business Bureau, Colored Peoples Time, the Consumer Advisory Council, Civil Rights Commission, Chamber of Commerce, Department of Agriculture and MCHRD.

- Individual profiles for major chains: Focus: HOPE is preparing from its survey data a profile of individual stores for each chain, noting prices, condition of produce, meats, bins, floors, etc. and detailing the subjective comments of the surveyors. This information is classified and will be given only to the store official of the chain concerned.

- Discussions with pharmaceutical associations: Under the direction of Dean Martin Barr of Wayne State, an ad hoc committee has been set up representing the major officers of pharmacist groups from the metropolitan area to discuss wide variations in prescription prices and across-the-counter drugstore supplies. Preeminent in preliminary talks has been the professional role of the prescriptionist and his co-interest with the doctor in the patients' medical history. Suggested was the establishing of ethical pharmacies in Very Poor and Low Income Black areas, possibly in conjunction with a small neighborhood clinic.

B. Negotiation

- Continued negotiations with major chain grocery stores and Associated Food Dealers: meetings have already been held with major chains to dispel some of the myths about black buying power, patron pilferage and personnel rapport, to initiate renovation of existing structures, the building of new stores, and the hiring of Black personnel, especially managers and district supervisors.

C. Continuing Survey Services

Focus: HOPE will keep current its information on food and drug prices through monthly sample surveys and will provide the community with a report on progress as it is made.

D. Consumer Action Line

Conversations with hundreds of people during the survey revealed a great deal of discontent with prices, services, quality and availability of goods. There was also the frustration of not knowing who might hear such complaints. Focus: HOPE intends to have a telephone service to hear complaints of shoppers of foods and drugs, make an immediate investigation, and refer the substantiated complaint to proper agencies for further investigation and correction.

Attorneys Cleage and Clay instruct shoppers

HOPE Directors Frs. Fraser and Cunningham

A & P Manager Richard Hare assists shoppers

Training session for HOPE shoppers

WHAT CAN I DO
FOCUSING
THAT
CONCERN
IS
DIFFICULT
BECAUSE
SO
MUCH
NEEDS
TO
BE
DONE
YET
SO
LITTLE
SEEMS
TO
WORK

THE METHOD

GROCERY SURVEY

A survey and a census by nature, the Consumer Survey was designed to seek documented answers to these questions:

1. What is the relation of inner city food and drug prices to their suburban counterparts?

2. What is the quality of food available to the inner city, especially meat and fresh produce, relative to the suburbs.

In addition, the objectives of the survey action programs were as follows:

1. To involve suburban women and inner city black women in a team buying or surveying situation, comparing small and large stores in the inner city and suburbia, both food and drug stores.

2. To provide an opportunity for suburban women to become aware of the marked differences in the buying patterns of the disadvantaged areas with their affluent home areas.

3. To develop racially mixed teams who would act as a speakers bureau to inform the public at large of the reasons why the poor pay more.

To accomplish these goals an intensive, professional training program was initiated to equip the shoppers with a survey technique. Detroit and the suburbs were divided into areas either by race or income in order that material gathered from area survey sheets could be processed in computers, and reassembled to provide a meaningful profile of buying and selling habits.

Major chains and independent stores in the inner city and metropolitan area were compared with the same chains and independents in the suburbs where such comparisons were possible. The status of the non-competitive corner grocery located in areas decimated by the riots was investigated. Besides pricing grocery and produce items area wide, a typical grocery list was shopped in chain stores, independents, and corner groceries. The price differences that were recorded between chains in the inner city and suburbs, independents in the inner city and suburbs, and corner groceries in the inner city provide that part of the consumer survey which can best be explained in prices and percentages.

Another part of the consumer survey is better described in taped interviews among the directors of Focus: HOPE. These interviews relate the process of organizing a survey and its effect on the volunteers as well as the areas shopped. They touch on the inconsistencies in pricing, quality control in meat and fresh produce, and service discrimination within chain stores. The interviews are included not only as an eyewitness account of why the poor pay more, but as a constructive criticism to the larger powers in city government and the food industry of ways in which the poor might pay much less to receive higher quality.

TRAINING: FOCUS: HOPE FOOD AND DRUG SURVEY

Training for the Focus: HOPE food and drug survey was designed and executed by the Area Training and Technical Assistance Center (ATTAC), a federally funded training agency for Michigan's anti-poverty workers. The training program was initiated at the request of Mrs. Roberta McBride, Educational Coordinator of the Consumer Research Council.

ATTAC has had considerable experience both in the Consumer Education field and in survey design and research. In 1966 ATTAC coordinated a survey of the A & P and Bi-Lo supermarket chains. This survey resulted in meetings of supermarket officials with local neighborhood organizations directed toward improving conditions for shoppers and heightening consumer awareness. The agency regularly conducts classes in schools, settlement houses and community centers which cover comparative shopping, co-op and wholesale buying, meal planning and budgeting welfare and ADC incomes.

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On April 1, 1968, ATTAC was informed by Focus: HOPE that approximately 400 housewives planned to be involved in the survey. Half of the women were suburban dwellers recruited by Focus: HOPE, and the other half were inner-city women contacted through the Consumer Research Council. Many of the latter had already attended consumer education classes coordinated by Mrs. McBride's organization.

On April 16, Father Cunningham spoke to the assembled group on the need for a food and drug survey in Detroit. Then the group viewed the film "The Poor Pay More", which was followed by a discussion period. After lunch the 22 trainers selected from the larger group (on the basis of aptitude and interest), had their introductory orientation. It was in part a get-acquainted session for the black and white housewives, who had many misconceptions about one another.

April 17, the 22 trainers met at ATTAC headquarters. In this session they were briefed more extensively on the needs and buying patterns of the poor. The outline for the discussion included the following:

I. Why Do the Poor Pay More?
  A. Basic needs
    1. Food
    2. Shelter
  B. Socially created wants
    1. Wants created through advertising
    2. Wants embodied in modern American values and attitudes
      a. Credit buying
      b. Popularity of prepared foods
        Luxuries that have evolved into necessities: cars, etc.
  C. Confinement to a limited shopping area because of lack of money or transportation
    1. Neighborhood 'corner stores'
    2. Inner city supermarkets
II. Some Characteristics of the Poor
  A. Low income usually fixed though living costs vary
  B. Unsophisticated shoppers under pressure
    1. Inability to do comparison shopping
    2. Children sent to do shopping
  C. Lack adequate refrigeration and freezer space.

April 18, the discussion focused on the survey itself, its functions and key points. This included:

I. Functions of a Survey
  A. To provide precise information
  B. To influence large numbers of people
  C. To bring to light unexpected information
  D. To make people aware of each others' problems - community involvement
  E. To educate the canvassers

II. What to look for in this survey
  A. Kind of service (number of checkout counters, length of lines, etc.)
    1. Cleanliness
    2. Packaging
    3. Number of available carts
  B. Variance in price of an item
    1. Within a store
    2. Within a chain
  C. Number of sale items actually available when advertised
  D. Manager - is he polite and helpful

April 19, the last full training day, the trainees engaged in role playing and reviewed a dummy survey form. The women practiced dealing with situations like:

1. Poor quality goods or service.

2. Tax being rung up twice or incorrect amounts shown on cash register tape.

3. Being accused of shoplifting.

The training was supplemented with talks by several outside resource persons. Miss Janis Lyle, a nutritionist from the Board of Health, discussed the following:

When shopping for:

1. Packaged Food
   a. Read labels
   b. Check brand names
   c. Check weight
   d. Check size
   e. Check prices, with the above in mind

2. Meats
   a. Chicken - check color, neatness, bruises and pinfeathers
   b. Hot dogs - all beef or beef and pork
   c. Bacon - well streaked with lean
   d. Beef - check grade, ask if not marked
      Choice
      Good
      Standard
      Utility
      Commercial (used in canned goods)
   e. Hamburger - not more than 30% fat

3. Fresh goods
   a. Lettuce - check for wilting, decay
   b. Potatoes - check for softness

4. Canned Goods
   a. Check brand, weight, grade (A,B,C) whether liquid is light or heavy
   b. Ingredient order on contents of can determines what is mostly contained in can

Mr. Loren, of the U. A. W., discussed a survey he recently conducted in California. Mrs. Theresa Cox, from the Bureau of Labor Statistics, explained how her office determined pricing structure and conducted surveys. Mr. Luther Flannagan (ATTAC) discussed evaluation and measurement techniques. Attorneys Henry Cleage and Jerry Clay discussed the legal aspects of the survey. Surveyors were given a number to call for legal aid in case of harrassment, such as arrest "on suspicion" of shoplifting. They were advised to disclose the names of sponsoring organizations, if requested to do so, but not to show the survey form.

The twenty two trainers conducted orientation sessions for the larger group. The women were cautioned to always use a basket (it aroused less suspicion), not to carry a large handbag (to avoid suspicion of shoplifting), to keep the survey form folded (a large paper attracts attention), and to leave the store if asked to do so. In addition, they were reminded to look behind the top row or layer of goods for varying quality or pricing of the product.

SURVEY DESIGNERS

The Food and Drug Surveys were designed with the assistance of 16 organizations. These were

Commission on Community Relations (Sharon Brown)
Marketing Research Department, University of Detroit (Dr. Ito)
Detroit City Planning Commission (John Lowe)
Transportation and Land Use Study (William Hardy, Alex Kennedy)
Reaume and Dodds Inc. (William R. Luedders)
Detroit Housing Commission
Municipal Reference Library
Department of Report and Information
Mayor's Committee for Human Resources Development
United Community Services
Detroit Urban League
Detroit Council of Organizations
Michigan Civil Rights Commission
U.A.W. Local 174
Inkster Housing and Redevelopment Commission
New Detroit, Inc.

TAPED INTERVIEW BETWEEN JERROLD REISMAN AND FR. CUNNINGHAM CONCERNING EARLY HISTORY OF CONSUMER SURVEY.

Mr. Reisman
On June 6th 1967, I became a Vista Volunteer in Detroit. I was assigned to Protestant Community Services and, specifically, to the organization GROW which is on Myrtle and Roosevelt. One of the things the people needed there was a cheaper price for foods. They were paying 72c for milk while in other areas people were paying 42c 43c or 49c. Because of some conflicts with Protestant Services and the Protestant Community Organization over the co-op, the people refused to have the co-op in the area--not on the values of the co-op but because of the manner in which the agency had demanded the organization of one. So in order to use my time as I wanted to, that is basically working with co-ops, I transferred to the Mayors Committee for Human Resources on the agreement that I just work on co-ops.

I'd also work with community groups, speaking with them, giving them information as to what other co-ops were doing. I transferred to them in February, 1968 and through contacts that I made we were able to get films, we assisted in starting 5 to 7 co-ops in the city. Around March of 1968, I was asked to speak to Mrs. Roberta McBride about how she could use some money that she had left over from her Consumer Education Program. I had a meeting with Mrs. McBride at Wayne State for lunch and told her that what we needed now was information on prices of meat and where we could get quality meat and foods, and we also needed reasonable prices on drugs. Three days before I went to speak to Roberta, we went into the suburbs and through the co-ordinator at St. Peter Clover Settlement House we made a contact in the suburbs with a drug store that would sell us drugs and prescriptions at discount. But we didn't have any information on the prices of prescriptions--proof that we were getting a real savings--and I told Mrs. McBride our basic problem was getting the information on prices. A couple of weeks after I met with Roberta McBride, I had a contact with ATTAC (on the third floor of the building where I was working) and they told me that our survey was going to start soon and it was going to be on the drugs and I told them I would like to go and be involved in it. The first time I came to Sacred Heart Seminary was with Mrs. Minion and Mr. Carney and I believe Mrs. Ciers. They came over to help organize the training.

Fr. Cunningham
Mr. Reisman, will you tell us something about your work with the consumer survey from that stage when you first met with Mr. Carney and Mrs. Minion at Sacred Heart Seminary? Was your involvement particularly in the plan of the survey?

Mr. Reisman
At the first meeting we discussed the type of training and the number of hours that would be involved. About 20 people from different organizations attended, and there was an open discussion about the survey. They discussed the survey that went on in California under the direction of the UAW. One of the things that stood out in my mind about the meeting was an argument that the survey would show that the small independent stores in the inner city charged higher prices; but, since they were owned by black proprietors, you would put them out of business. No consideration was given to the harm these owners might be doing. I tried to bring that out during the meeting. They didn't consider that the people were paying higher prices for one owner's profit. People were [illegible]her prices, the meat was bad--just a whole line of complaints that are generally heard in the inner city. Well, from that they had other planned meetings at 903 W. Grand

Blvd. (MCHRD Headquarters). Gene Loren from the UAW, who was involved in the Survey in California, helped us set it up, and this took several days. People went out and actually surveyed the items we had on the survey sheet to show we had the most common weights and brands. Next was the first meeting on April 16 when around 400 people, at least, showed. I would like to say that the original idea was to have thirty or forty people and to have sort of a secret survey, just to get the prices without anybody knowing about it. And we came up with 400 people. We showed the film, The Poor Pay More. The people in the audience were amazed by the facts, and the mood and the reaction was just great.

Fr. Cunningham
After your term with Vista, you came to work with Focus: HOPE, particularly on the Survey.

Mr. Reisman
Yes that's true, and my first task was to set up the assignments of the stores. We had the list of some of the stores from the different chains and we colorcoded them on maps. Some of my friends from Vista were anxious to do as much as possible, and together we had about a week to assign the stores. We worked till twelve or one o'clock a.m. picking out the stores. (The whole staff generally worked until midnight.) We gave our first assignments at the UAW Hall on April 24, and I think we had an immediate success, as far as the Vistas were concerned. We had seen 400 people come together, and people from the suburbs were talking with some of the inner city people and were just amazed. It wasn't just what went on during the training sessions, it was after, when the people got together and they spoke about some of the problems that were going on. I think that just the reaction from the suburban people was the greatest thing that I have seen. As I said, I think this was an immediate success, getting those people together. Some of the people from the suburbs started to give clothes to some of the families; it was shown that there was a need for help and people were giving names of suburban contact people who might want to give money to build houses. Some of the people still got together when the training sessions were over, and they had a picnic on July 4th. On all these occasions the discussions of the problems of the inner city arose.

Fr. Cunningham
Mr. Reisman, you mentioned some of the side-effects of the survey like the coming together of the suburban areas and the inner city people and the recognition now by some of the ladies of inner city problems, and even the beginnings of some friendships. Did you notice any particular enthusiasm on the part of suburban women to do something about the problems of the city? Did you feel that they were excited about helping to solve some of these inner city problems?

Mr. Reisman
Yes. They were anxious to do more than we asked.

Fr. Cunningham
Did you at any time after the survey ask them to continue to work on programs?

Mr. Reisman
Yes. The ladies were completely surprised from the very moment they started this program. That poor pay more actually shocked them. I was watching the peoples' faces as they were watching the movie, "The Poor Pay More." I had seen the film several times. They were almost in a state of shock at some of the things that came out, that people paid 100% more for furniture and the salesman just coming out and saying those things. I don't know why the people were so enthusiastic; it was almost a guilt feeling that they wanted to do something now since they hadn't done anything in the past. Some of the ladies have come and worked almost every day of the week for four or five hours. During the meat survey and during the drug survey some ladies have come into the office three or four times in one day.

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Grocers' Spotlight
THE NEWSPAPER OF THE MICHIGAN FOOD MARKET — A SHARE PUBLICATION

THE POOR DO PAY MORE!

Let's get that out of the way right at the beginning. In the inner city, the poor are dealing with a handful of independents who expect trouble every second, who pay exorbitant rates for insurance, when they can afford it, and who charge accordingly. Their overhead determines their prices.

They're not price-gougers. We have seen some stores in the inner city with frankly inflated prices, who offer time-payments as a fisherman offers a hook. But these aren't food retailers.

The above is offered in mild protest against last month's witch-hunt, which saw 400 housewives invade supermarkets throughout Detroit and the suburbs. They intended to prove that the poor pay more, and, although their findings have not yet been revealed, they undoubtedly did prove it. If a determined group of people set out to prove the world is flat, they could find innumerable sources of support.

We do, however, eagerly await the results of their survey, and hope it answers such questions as: "What stores was the survey taken in? Were the black-operated inner-city co-ops covered? Was the survey done on the basis of likeness in store size and purpose?

Has anyone bothered to tell these women the difference between a supermarket and a party store: Between a supermarket and a mom-and-pop grocery? Did the women ask?

We are all in favor of a survey that produces results. Unfortunately, this will probably turn out like so many other noble efforts, and merely be aimed at arousing public indignation based on inaccuracy.

There is a gap in the inner city that ought to be filled. But it will not be filled as long as retailers cannot get adequate police protection or insurance. Chains will not build in a potential riot area.

This survey has upset many retailers, who feel they are being unjustly accused and will not receive a fair trial. Newspapers were once accused of unfairly swaying public opinion in some crimes. Today they report factually, and without prejudice. Will the food industry be accorded the same fair treatment? Will the press check the ladies' report thoroughly instead of angrily denouncing the industry? We hope so.

However, the food industry is being placed in the position of a witch, and since when did witches get trial-by-jury? Consider, ladies, is your survey accurate? Did you first sit down with responsible members of the food industry to gain more knowledge about our industry and what really determines price? How many truly knowledgeable people helped you?

If your answers are as I suspect, then for shame ladies, your halos are slipping.

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The following copy of a letter from the Mayor of Detroit to Mr. Edward Deeb, Executive Director of the Associated Food Dealers of Greater Detroit, is a concise appraisal of the preparation, motives and planned use of the survey.

June 12, 1968

Mr. Edward Deeb, Executive Director
Associated Food Dealers of Greater Detroit
434 W. Eight Mile Road
Detroit, Michigan 48220

Dear Mr. Deeb,

Thank you for your letter of May 22 expressing interest in the food and drug survey being conducted by FOCUS: HOPE, and funded by the New Detroit Committee. One of the major goals of the project was to have inner-city and suburban women share shopping experiences. In the process, the women are studying prices, facilities, quality of goods, personnel, and the possible differences in service based on store location and the color of the shopper.

The Mayor's Committee for Human Resources Development's involvement was in the training of the surveyors. The training was designed and conducted by the Area Training and Technical Assistance Center of the University Center for Adult Education, a unit of the University's Division of Urban Extension. ATTAC is a delegate agency of MCHRD and is responsible for training community organizations oriented groups. Consultants involved were experts from the Board of Health, Bureau of Labor Statistics, United Auto Workers, Consumer Research Council and Neighborhood Legal Services. Among this group were several professional home economists and food inspectors.

The instruction of the trainers was performed by experienced ATTAC instructors who then supervised the training of the 400 housewives. Half of the trainers were members of a six month consumer education class at Wayne, and the other half were university educated housewives, many of whom are professional persons.

The 400 surveyors were given intensive training in the use of the survey form. An additional consideration is their life-time of experience in shopping for food and drugs.

The credibility of the survey is further enhanced by the care taken in the development of the survey form. Every consideration has been given to the description of stores: their size, function, and location. The computerization of the variable factors is being programmed by the data processing experts from across the community.

It is my understanding that FOCUS: HOPE plans to share its findings with interested groups such as: The Associated Food Dealers, Board of Commerce, Better Business Bureau and the Federal Trade Commission. Such responsible use of the data acquired should serve the best interest of the community.

If you have any further questions, please do not hesitate to write me.

Sincerely,

Jerome P. Cavanagh

Mayor

JPC;sjb

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TAPED INTERVIEW BETWEEN ELEANOR JOSAITIS
AND FR. CUNNINGHAM CONCERNING
SURVEY PREPARATION.

Fr. Cunningham
What went into the preparation of this course?

Mrs. Josaitis
It was the responsibility of ATTAC to do the research that would go into training these women. They contacted the different organizations; they met with them. ATTAC by its nature is an organization well possessed of knowledge in order to present this type of training. ATTAC is a bonified group of teachers, social workers, technologists, food economists, home economists, and dietary professionals who are hired by Humen Resource Development in the city of Detroit in order to serve the larger community in such areas as education. This group of highly talented professional people then was brought in earlier in order to present a program to Focus: HOPE as a training program for trainers who would then train the women.

Fr. Cunningham
At this point ATTAC had put in some 227 hours on the survey and had completed training the women who would act as trainers. These women were to train the larger body of ladies, the 403 women, who were to be the comparative shoppers. Can you tell us where and when the training took place?

Mrs. Josaitis
The initial training for the trainers themselves took place at MCHRD located at 903 West Grand Blvd. It lasted from April 16 through April 19. Then on April 22, all 400 women met at UAW Hall Local 174. Twenty five to thirty women were assigned to each classroom with two trainers. Each training session lasted two hours a day for a period of three days.

Fr. Cunningham
So that in total the ladies had approximately six hours of training in classroom along with the film "The Poor Pay More," and the discussion following that. They had nine hours training in preparation for the survey. The first survey took place the very afternoon of the last training session. Was this a surprise to the ladies?

Mrs. Josaitis
Yes, it was. They were not aware that they were going to shop that afternoon. They had been instructed that we would not tell them beforehand when they were going to shop, but to come prepared.

Fr. Cunningham
There seemed to be kind of an air of mystery about all this. What was the reason for not telling the ladies in advance when they would shop and for not giving them all the surveys at once?

Mrs. Josaitis
We did not want the managers and food dealers or the chain stores or the independents to know when we were going to do this survey. This is why the women themselves did not have any idea what stores they were going to be assigned or the time or the day.

Fr. Cunningham
However, the stores did know generally that there was going to be a survey. It was announced through the news media. But they weren't given the time and the number of weeks over which the survey ran. The secrecy kept the survey comparatively honest. Would you mind going back for a moment to the survey itself. Surveys are very important tools. Unless a survey is well prepared, unless it is carefully scrutinized, it can easily prove what one assumes. What kind of proof can we give the public that the survey prepared by Focus: HOPE was properly validated? Were there professional people to help you prepare the survey?

Mrs. Josaitis
I would have to read the list of credits that include the ATTAC staff along with Mr. Gene Loren of the UAW. He was such a help to us because he had just completed a grocery survey in Los Angeles under the auspices of the United Auto Workers.

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Fr. Cunningham
I'm very much aware that you are going to include the survey in the record, but would you mind telling us something about the discussion that insued during the preparation of this survey.

Mrs. Josaitis
We were trying to determine what both the Negro shopper and white shopper would buy. We would determine what quantity we would buy. We formed a list of what we would buy for a whole day. Meals - breakfast, lunch, dinner, and soap powder articles that we would buy. We included, for example, grits and rice. After making the initial draft of the survey we had Mr. Loren look at it and asked him to just punch holes in it.

Fr. Cunningham
Mr. Loren was a kind of a devil's advocate.

Mrs. Josaitis
Difficult, but very helpful.

Fr. Cunningham
Was Mr. Loren finally satisfied with the results of your survey?

Mrs. Josaitis
Yes, he was. But we had to be satisfied ourselves. So one of the things we did in drawing up the survey was to team ourselves for a trial, the staff at ATTAC and myself. We went out and did the survey. The first two surveys were to be conducted just by the individual, so half of the staff went out as individuals.

Fr. Cunningham
You had contemplated running three general surveys of groceries, two run individually, the last of the three done by a team of white and Black shoppers, inner city and suburban shoppers. So at this time in your preparation you made a prototype of your survey. You shopped the survey twice independently, and then the third time shopped the survey in teams. Who did you team up with Mrs. Josaitis?

Mrs. Josaitis
Margie Benson from ATTAC, who is one of the trainers.

Fr. Cunningham
And where did you two shop?

Mrs. Josaitis
It was a super market, a chain in Dearborn.

Fr. Cunningham
Dearborn for the record is an all white community. It has a reputation in these parts and across the USA as being a highly racist white community. Did you have any events in your shopping of the survey?

Mrs. Josaitis
We had decided that we would split the survey. She took the last two pages, I took the first two. We also agreed that we would ask the same questions. We separated when we came in the door. I asked, for example, if one of the stock boys would tell me where the cereal was, or different canned goods. She asked the same questions. The response that I got from the stock boy was very polite and courteous, and the answer that she received was not the same. We were treated differently, there was no question about it.

Fr. Cunningham
Mrs. Benson is a very attractive lady, and very well educated. The fact that she would be treated differently by personnel in the store would indicate that this was wholly on the basis of color. Is that right?

Mrs. Josaitis
This was our observation.

One of the things that we changed after doing this survey was just the way the survey was written; instead of putting the paper cross ways we changed and put it lengthways. It was

easier and it looked like it was a shopping list. I'll have to admit that I was nervous during the survey. I saw people watching me.

Fr. Cunningham
The survey looked so highly visible that it made you embarassed, so you changed the format of the survey to more easily disguise it.

Mrs. Josaitis
We tried to make it as easy as possible.

Fr. Cunningham
Did you change any of the items on the list as a result of your survey?

Mrs. Josaitis
One of the things we did after the team came back was to check quantity and sizes so that we agreed on everything across the board. We did not change many items.

Fr. Cunningham
So that your test shopping of the survey indicated that you had done your homework well. Can you tell me any immediate problems for the ladies? You must have left a telephone number where they could call if they ran into troubles.

Mrs. Josaitis
A few of the problems that they ran into were that some of the ladies were asked to leave the stores. We had three telephone calls here at the office wanting to know what our credentials were and what we were doing in the stores.

Fr. Cunningham
Were the ladies instructed on how to talk to the super market managers or assistant managers?

Mrs. Josaitis
They were asked to try to get information if possible, but if they were asked to leave, just to leave quietly and not to argue. And show them the top of the survey which had Focus: HOPE stamped on it, not to show them the survey.

Fr. Cunningham
They were members of the Focus: HOPE team which was known throughout the Archdiocese at this time. They were a part of a large education program conducted in all the parishes in the Archdiocese so that it was a well publicised organization. So the credentials of the ladies were clear. Would you say that generally the ladies were welcomed by the managers or tolerated by them?

Mrs. Josaitis
I would say tolerated. Many of them did not notice the women or could care less who we were. Some of them just followed us and then some of the women were asked to leave the store.

Fr. Cunningham
Were the ladies instructed to go to the manager and tell him what they were doing.

Mrs. Josaitis
No they were not. Just to go into the store and price the items and leave. They were instructed to go in without a handbag and without a coat if possible. This was a protection for the Negro.

Fr. Cunningham
There is a possibility in certain stores that a Negro lady could be accused of loitering because she was shopping a list?

Mrs. Josaitis
Yes. Many of the women themselves in doing the survey would buy for their own families at the same time. This made it easier for them.

SAMPLE SURVEY

INSTRUCTIONS FOR SURVEY PROCEDURES:

Shop at the store listed on this sheet Monday, May 20, 1968. Please complete the survey and return immediately in the self-addressed envelope that is included in your survey kit. Please make sure the envelope is sealed before mailing.

Thank you for your patience, help and cooperation.

Store Name_____

Store Address_____

Please check Economic condition of neighborhood store.

Above Average____ Average____ Below Average____

Very Poor____

Racial Description of Neighborhood

Black_____ Changing or Integrated_____ White____

Team Mate:

Name_____

Address_____

Telephone_____

We need your help in a few continuing surveys. If you can help please sign below.

X_____

Address_____

Telephone_____

Available Transportation_____

Race_____

Eleanor Josaitis

Joan Boisvert

CONSUMER SURVEY
FOCUS HOPE
2701 W. Chicago Boulevard
Detroit, Michigan 48206

Name of Researchers

1. _____

2. _____ Team# ____

Name of Store _____

Location of Store _____

Date & Time of Survey _____

		Brand Name and Cost	Brand Name and Cost	Store Brand and Cost	Other Sizes
BREAD, white	1 1/4 lb.				
MEAT					
Hot Dogs packaged	per. lb.	Ball Park	Hygrade		
Hot Dogs unpackaged	per. lb.				
Hamburger packaged	per. lb.				
Hamburger unpackaged	per. lb.				
Bacon, sliced	per. lb.				
Pork chops, center cut	per. lb.				
Chuck Roast	per. lb.				
Round Steak	per. lb.				
Frying Chickens cut up	per. lb.				
Frying Chickens, whole	per. lb.				
FRESH FRUITS & VEGETABLES					
Apples, packed	per. lb.	Johnathan	Winesap		
Apples, unpacked	per. lb.				
Green Beans	per. lb.				
Potatoes	per 10lb.	Mich.	Maine	Idaho	
Lettuce, small head					
Lettuce, large head					
POP					
Soft Drinks (cola)	per 12 oz. can	Pepsi	Faygo		

Survey (con't) Page 2

		Brand Name and Cost	Brand Name and Cost	Store Brand and Cost	Other Sizes
DAIRY PRODUCTS					
Milk Homogenized	1/2 gal				
Eggs Grade A Large White	1 doz.				
Oleo Margarine	per. lb.	Imperial	Parkay		
Cheese, American Process	per. lb.	Kraft	Velveta		
DRY GOODS					
Flour	5 lb.	Pillsbury	Gold Medal		
Sugar	5 lb.	Domino			
Corn Meal	per. lb.	Aunt Jem	Quakers		
Grits	per. lb.	Aunt Jem	Quakers		
Rice, long grain uncooked	per. lb.	Comet	Watermaid		
Cereal, sugar coated	12 oz.	Post	Kellogg		
Cereal, plain	12 oz.	Post	Kellogg		
Shortening, hydrogenated	3 lb.	Crisco	Spry		
HOUSEHOLD ITEMS					
Snap powder, giant	3 lb. 1 oz.	Tide	Oxydol		
CANNED GOODS					
Orange Drink	46 oz. can	Hi-C			
Tomato Juice	46 oz. can	Libby's	Stokely's		
Tomatoes, whole	14 1/2 oz.	Hunts	VanCamp		
Corn, whole kernel	1 lb. 1 oz.				
Pork & Beans	1 lb.	Campbell	VanCamp		
Peaches, sliced	1 lb. 13 oz.	DelMonte	Hunt's		
Catsup, tomato	1 lb. 4 oz.	DelMonte	Hunt's		
Peanut Butter	1 lb. 8 oz. jar	Peter Pan	Jiffy		

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Survey (con't)

		Brand Name and Cost	Brand Name and Cost	Store Brand and Cost	Other Sizes
CANNED GOODS (con't)					
Baby Food (meat)	4 oz.	Gerber	Beechnut		
Baby Food (vegetable)	4 oz.	Gerber	Beechnut		
Similac, with iron	13 oz.				
Similac, without iron	13 oz.				
Enfamil, with iron	13 oz.				
Enfamil, without iron	13 oz.				
Milk, evaporated	14 1/2 oz.	Carnation	Pet		
COFFEE & TEA					
Coffee, regular	1 lb.	Max	Chase		
Coffee, instant	6 oz.	Max	Chase		
Tea Bags	pkg. 48	Lipton	Salada		
FROZEN					
Frozen Orange Juice	6 oz. can	Minutemaid	Tree Sweet		

Name of Researcher _____ Name of Store _____ Team # ___

Race	Excellent	Good	Fair	Poor
Available parking lot				
Workability of Doors				
Available Shopping Carts				
Lighting				
Conditions of Windows				
Floors				
Condition of Bins				
Condition of Produce				
Availability of "Sale Items"				
Availability of Rain Checks				
How many checkout counters?	How many? _____			
How many checkout counters open?	How many? _____			
Waiting Time	_____			
Availability of Personnel				
Carry out service				
Courtesy of Personnel				
Hours store is open	Hours _____			
Footage of frozen food area	Estimated length and width _____			
Distance to next chain Super Market	_____			

Remarks:

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STATISTICS - CONSUMERS SURVEY

108	CHAIN STORES IN DETROIT
31	INDEPENDENT STORES IN DETROIT
139	TOTAL STORES SURVEYED IN DETROIT
170	CHAIN STORES IN SUBURBS
32	INDEPENDENT STORES IN SUBURBS
202	STORES SURVEYED IN SUBURBS
341	TOTAL STORES SURVEYED IN DETROIT-SUBURBS
253	SURVEYS IN DETROIT
380	SURVEYS IN SUBURBS
633	TOTAL COMPLETED SURVEYS
44	DIFFERENT ITEMS SURVEYED
620	BRANDS SURVEYED
403	VOLUNTEER SHOPPERS

GROCERY SURVEY ITEMS WITH NUMBER OF BRANDS FOUND FOR EACH ITEM

ITEMS	VARIETY OF BRANDS	ITEMS	VARIETY OF BRANDS
Bread	30	Pork & Beans	18
Hot Dogs Packaged	31	Peaches	25
Hot Dogs Un-packaged	14	Catsup	18
Bacon	44	Peanut Butter	19
Apples	7	Baby food (Meat)	3
Potatoes	8	Baby food (vegetables)	3
Milk	14	Similac (iron)	
Eggs	38	Similac (without Iron)	
Oleo	38	Enfamil (iron)	
Cheese	16	Enfamil (without iron)	
Flour	21	Milk (evaporated)	15
Sugar	10	Coffee (regular)	19
Corn Meal	3	Coffee (instant)	19
Grits	2	Tea	14
Rice	13	Orange juice (frozen)	23
Cereal (sugar)	5		
Cereal (plain)	7	Pork Chops	
Shortening	26	Chuck Roast	
Soap powder	19	Round Steak	
Orange Drink	15	Frying Chicken cut up	
Tomatoe juice	20	Frying Chicken whole	
Tomatoes (whole)	26	Soft Drinks	
Corn	26		
		Total Items 44	Total Brands 620

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TAPED INTERVIEW BETWEEN ELEANOR JOSAITIS AND FR. CUNNINGHAM CONCERNING TEAM SURVEY

Fr. Cunningham
The third survey of supermarkets was done by teams of women. Would you tell me something about that, how was that survey conducted?

Mrs. Josaitis
Yes, on the third survey the suburban woman came into the inner city early in the morning and picked up her teammate, and shopped the Negro woman's area first. They shopped the store that she would normally shop at. They stopped and had a cup of coffee, then both went immediately to the suburban area, shopped the suburban store, then stopped and had lunch at the suburban lady's home. They talked of many things other than grocery shopping - about politics and husbands and children, and a friendship developed between these women. I think that the suburban woman at this time sees that the people in the inner city do have a need, that it isn't convenient to go to a supermarket, that Blacks have to drive quite a distance and that the service is not the same by far. As Jerry mentioned, the shopping carts alone make it difficult to shop in the inner city. It's very frustrating for me to walk into a store and wait ten or fifteen minutes for a shopping cart, and then after I do my shopping, I have to stand in line perhaps forty five minutes in order to get through the check out. Then I find out when I get up to the check out that I cannot push my cart through, that I have to back everybody up in line while I empty my groceries and then push the cart back through the line again. I'm used to shopping in the suburban area and would not tolerate this. But it's because I'm not conditioned to it.

Fr. Cunningham
There may have been check out points physically present but the clerks were not there. What would the suburban woman do, what would you do in a situation like that?

Mrs. Josaitis
I would not stand in line nor would I wait that long. If i was the only store that was available to me I would go through the store and load up two carts with merchandise, pull them up to the check out counter and let them sit there. I would do it consistantly until the policy of the store changed.

Fr. Cunningham
Do you feel that inner city women were that militant? And do you feel that their experience in this survey, in team shopping with the suburban women, might change their attitude toward the store? First discuss the conditioning of the inner city women.

Mrs. Josaitis
I think the inner city woman has been conditioned to the poor service and the lack of shopping carts. I think she would be very slow in making comments to the manager, any comment at all. First of all, she's subject to shop at this store, she doesn't have six or seven stores to drive to so she is just used to this and would think nothing of it or would not make any comment about it. I think one of the advantages of shopping in a suburban area is that she could see the difference and that the service was completely different in that the stores were new and modern. Suburbs have air conditioning and displays. I think this survey is going to make her more vocal. One of the things that I noticed in a Negro woman working with us was that she said this had been one of her greatest experiences. She's watching her prices more carefully than before, and is conscious of the service she is getting. She is going out of her way to drive a little bit further if need be to get the better service. She's becoming more aware of it. And it's the same with the suburban women. We have one woman who started working on the survey with us who said it was so interesting that she has come back week after week and followed the study through completion.

Fr. Cunningham
This reminds me of the woman you told me about, who during the course of the survey found a sale on chicken and found the price of the chicken in the refrigerator ten cents higher than the advertized sale. Do you want to relate that for us, please?

Mrs. Josaitis
This woman went into the supermarket and saw that the chicken advertized in the paper at 49¢ was marked 59¢, so she asked the butcher about it. He took her package of chicken and changed the price. She stood there and he wouldn't change the price on the rest of the chicken so she went up and stood at the check out counter and for two hours told any one that came through with chicken to go to the butcher and he'd change the price.

Fr. Cunningham
Was this a suburban lady?

Mrs. Josaitis
Yes. It was.

Fr. Cunningham
One of the criticisms you might get: do you think that you built a frustration in inner city women? Do you think that by showing them the outer city suburban experience and then by sending them back to their own stores that they are going to be more restless, that you're just aiding and abetting the social unrest we already have in our city. Do you see any possibility of progress?

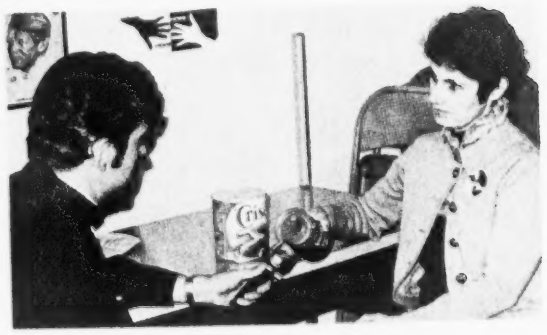
Mrs. Josaitis
I think the women are coming back with a hope that if they stand together or make their demands known that they will be fulfilled.

Fr. Cunningham
Do you plan any action yourself beside the one you've already mentioned which is the use of a speaker's bureau or a movie? Having the ladies go throughout large areas of the city talking about their experiences seems to be a very effective way of making the larger community aware of the differences in quality and store conditions. Do you have any other plans or any other suggestions?

Mrs. Josaitis
I would hope that we could negotiate with the food dealers association or the owners of these chain stores and perhaps explain some of the situations that we found. If we make it known or do enough complaining maybe they will change their policy.

Fr. Cunningham
I have been already assured that the situation seems somewhat hopeless as land and real estate seem to be awfully high in the city and larger chains demand a certain amount of space for a new supermarket. It doesn't seem to me that there is much opportunity for these people to come into areas of the city and build a store because of lack of room or expensive real estate.

Mrs. Josaitis
This might be, I can't argue that because if they want a lot that's 300 feet that's what they're going to stick by. But I can't understand why they can't take the smaller stores that are there now and fix them up with a coat of paint, change the freezers so that they are more efficient, bring out better or more beautiful displays and work with the store they have right there.

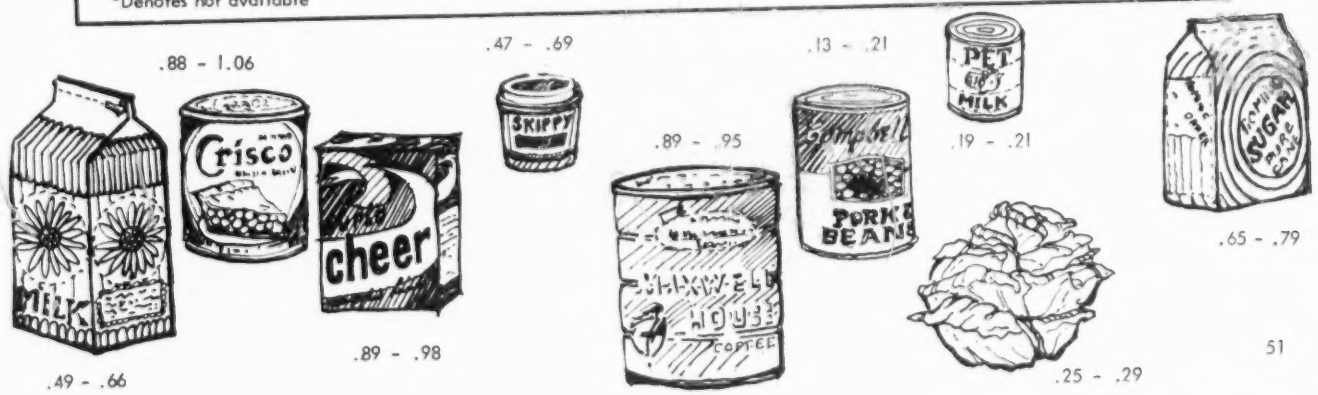


SURVEY RESULTS

SAMPLE SURVEY OF INNER CITY INDEPENDENT STORES

ITEMS PURCHASED	STORE A	STORE B	STORE C	STORE D	STORE E	STORE F	STORE G	STORE H
MILK, 1/2 gal.	.49	.54	.62	.57	.64	.59	.59	.66
CRISCO, 3#	.89	1.06	.99	.89	*	.99	.99	.88
SOAP POWDER, Blue Cheer (giant)	.89	.93	.89	.89	*	.89	.89	.98
PEANUT BUTTER, Skippy 12 oz.	.47	*	.53	.55	*	.69	.64	.55
PET MILK, 13 oz.	.19	.19	.19	.19	.21	.20	.20	.19
SUGAR, Domino 5 lbs.	.67	.65	.73	.67	.79	*	.69	.69
COFFEE, Maxwell House 1 lb.	.89	.89	.93	.93	.95	*	.89	.89
LETTUCE	.29	.29	.25	.25	*	.29	.29	.29
PORK & BEANS, Campbell's 16 oz.	.19	.21	.21	.18	.21	.13	.19	.19

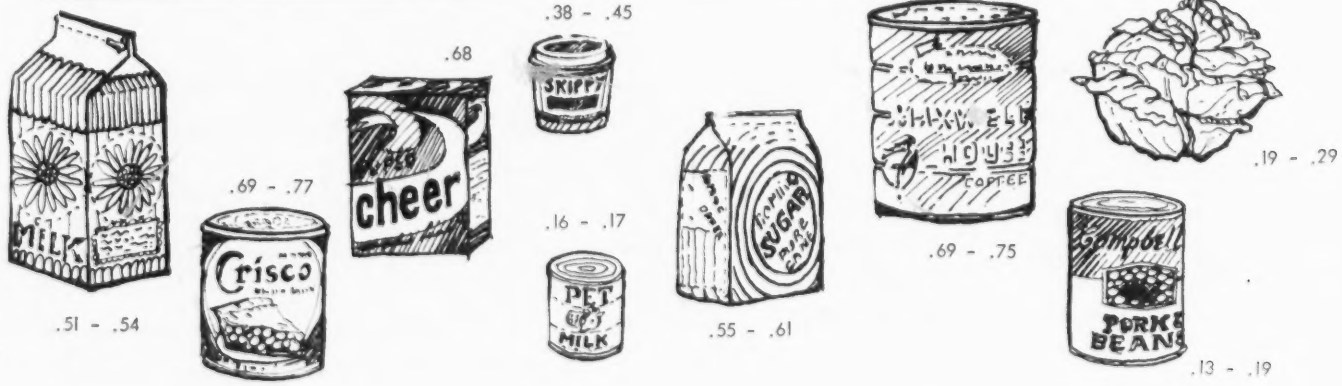
*Denotes not available



SAMPLE SURVEY OF INNER CITY CHAIN STORES

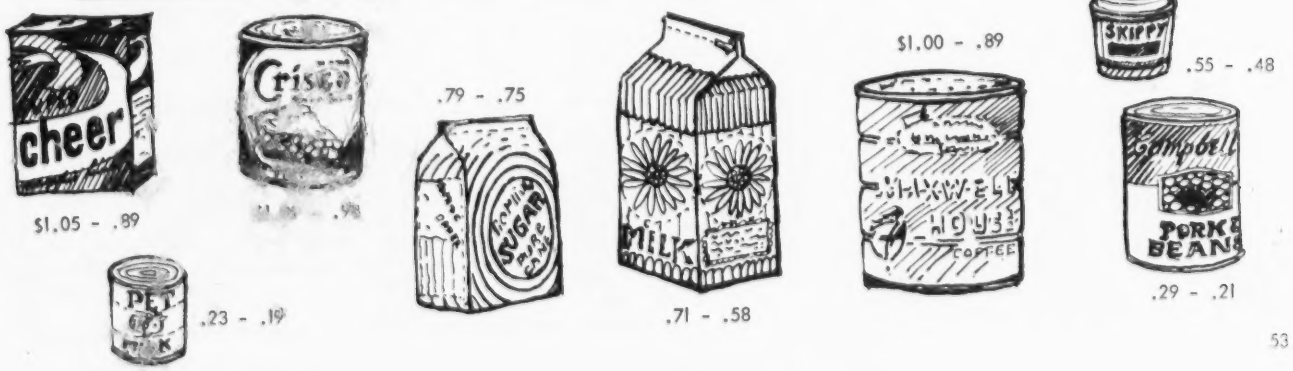
ITEMS PURCHASED	STORE A	STORE B	STORE C	STORE D	STORE E	STORE F	STORE G	STORE H	STORE I
MILK, 1/2 gal.	*	.53	.51	.51	.54	.51	.51	.51	.52
CRISCO, 3#	.74	.69	.77	.77	.75	.77	.73	.73	.73
SOAP POWDER, Blue Cheer (giant)	*	.68	*	*	.68	.68	.68	.68	.68
SOAP POWDER, Oxydol (giant)	.81	.79	.79	*	.78	*	*	*	*
PEANUT BUTTER, Skippy 12 oz.	*	.45	*	.39	*	.39	.38	.38	.39
PET MILK, 13 oz.	.16	.16	.17	*	.16	.16	.16	.16	.16
SUGAR, Domino 5 lbs.	.59	.59	*	.61	.56	.55	.57	.56	.58
COFFEE, Maxwell House 1 lb.	.72	.74	.75	.75	.69	.69	.69	.69	.69
LETTUCE	.29	.29	.27	.29	.19	.29	.19	.19	.28
PORK & BEANS, Campbells 16 oz.	.14	.14	*	.15	.19	.13	.13	.13	.13

*Denotes not available



SAMPLE SURVEY OF INNER CITY SMALL CORNER GROCERY STORES

ITEMS	STORE A	STORE B	STORE C	STORE D
CHEER, giant	$1.05	.89	.99	.97
CRISCO, 3 #	1.05	.98	1.05	1.09
PET MILK, 13 oz.	.23	.19	.20	.22
SUGAR, 5 lbs.	.79	.75	.75	.76
MILK, 1/2 gal.	.71	.66	.59	.58
COFFEE, 1 lb.	1.00	.89	.99	.95
PORK & BEANS, 16 oz.	.26	.21	.29	.25
PEANUT BUTTER, skippy 12 oz.	.49	.55	.53	.48
TAX	.23	.21	.22	.22
TOTAL	$5.81	$5.33	$5.61	$5.52



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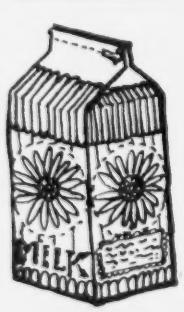
SAMPLE SURVEY OF SUBURBAN CHAIN AND INDEPENDENT STORES

ITEMS PURCHASED	FARMINGTON CHAIN	FARMINGTON INDEP.	LIVONIA CHAIN	LIVONIA INDEP.	SOUTHFIELD CHAIN	SOUTHFIELD CHAIN	SOUTHFIELD INDEP.	TAYLOR CHAIN	TAYLOR INDEP.	TROY CHAIN	TROY INDEP.
MILK, 1/2 gal.	.51	.50	.51	.48	.53	.51	.51	.51	.53	.50	.51
CRISCO, 3#	.75	*	.77	*	.74	.75	.88	.77	.99	.69	.95
SOAP POWDER, Blue Cheer (giant)	.68	.79	.68	.69	.78	.68	.71	.68	.93	.69	.89
PEANUT BUTTER, Skippy 12 oz.	.39	.47	.39	.49	.47	.39	.47	.39	*	.39	.49
PET MILK, 13 oz.	.16	.20	.16	.16	.16	.16	4/69	.17	2/45	.16	2/39
SUGAR, Domino 5 lbs.	.57	.69	.55	.55	.59	.49	.63	.61	.75	.58	.69
COFFEE, Maxwell House 1 lb.	.69	.84	.69	.79	.69	.69	.77	.75	.89	.69	.89
LETTUCE	.25	.35	.29	*	.29	.19	.29	.29	.39	.25	.39
PORK & BEANS, Campbells 16 oz.	.13	.19	.13	.15	.14	.13	.17	.15	.22	.13	*

*Denotes not available



.53 - .48

.99 - .69

.93 - .68

.49 - .39

.39 - .19

.75 - .49

.20 - .16

.22 - .13

.89 - .69

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PRICE COMPARISON

	Chain Stores Suburbs (price)	Independent Suburbs (price)	Independent Inner City (price)	Percentage of Inner City Independent Above Suburban Independent	Percentage of Inner City Independent Above Suburban Chain	Inner City Small Grocery or Corner Store (price)	Percentage of Inner City Small Grocery Above Suburban Chain
MILK, 1/2 gal.	.51	.52	.59	15%	16%	.64	25%
CRISCO, 3 lbs.	.74	.94	.96	2%	23%	1.04	41%
CHEER, giant	.70	.80	.92	15%	30%	.98	40%
SKIPPY, 12 oz.	.40	.48	.56	17%	40%	.51	28%
PET MILK, 13 oz.	.16	.19	.20	5%	25%	.21	31%
SUGAR, 5 lbs.	.57	.66	.70	6%	23%	.76	33%
COFFEE, 1 lb.	.70	.84	.91	8%	30%	.94	34%
LETTUCE	.26	.36	.28	(22%)	8%	-	-
PORK AND BEANS, 16 oz.	.14	.18	.19	6%	36%	.25	79%

.64 - .51 $1.04 - .74 .98 - .70 .56 - .40 .25 - .14 .76 - .57 .21 - .16 .36 - .26 .94 - .70

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GROCERY SURVEY FACTS

Discrimination in service is the most harmful single factor in determining why the poor pay more. Since there is a measureable difference in chain store prices as well as the prices of independent grocers when competitive chains are located nearby, the frequency of chain stores to a specific population is very important.

When chains are absent, the corner grocery store becomes the predominant source of volume shopping for many in the very poor communities. This kind of corner grocery, almost non-competitive, charges upwards of 30% more than a chain for such staples as milk, peanut butter, eggs, and shortening. As an example, when milk sells at the chain stores for 50 - 52 cents a half gallon, the corner grocer without chain competition or a large independent in the vicinity will charge 71 - 73 cents for a half gallon of milk. Crisco at 69 - 73 cents for a 3 pound can in the supermarkets, sells for $1.00 - $1.10.

It is critical, therefore, to provide all communities with adequate large stores and chain facilities that are modern and competitive. Inner and central city chain stores tend to be much older than their suburban sisters, consequently much smaller and often half the size. Smaller stores offer less service, less variety, less super economy sizes. When store size is computed with availability, the white suburbs could be said to have 500% more chain service than the very poor or low income blacks.

Big Chain policy acknowledges these discriminations, but excuses them by stating that the poor and low income Black buy 30% less groceries that the white suburbanites. Undoubtedly, the major chains reach this conclusion on the basis of store volume, coupled with the myth about blacks and their buying attitudes.

Mr. Herman Smith, Jet Food Corporation President, and a nationally acknowledged authority on the grocery habits of Negroes, claims that Black people in our large cities spend more for food consumed in the home than do suburban whites. He explains that Blacks eat out less, and are less fastidious about diets because a larger percentage of Blacks work manually. Mr. Smith estimated that Negroes spend 12% more for groceries than do whites. Yet major chain management maintains a myth, based on store volume, that whites in suburbia buy more groceries than Blacks in the city.

Tape interviews with inner city Black women demonstrated that a majority of them shopped outside their neighborhood when possible, and preferably in the suburbs. Many of those interviewed named a particular chain store nearby, and stated that they never or rarely shopped there because of the personnel, or the poor produce, or bad meats, or the condition of the store, but they shopped in the same chain in the suburbs near where they worked. *

Such practice indicated why inner chain stores are losing volume. When they can, inner city women shop the suburbs for their weekly major grocery supply. A major recommendation of the Hope survey is the erection of high quality supermarkets, and the renovation of existing structures and equipment.

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* Do the Poor Pay More?, 1967, an excellent study by Charles S. Goodman, Professor of Marketing, University of Pennsylvania, concludes from a limited sampling that "the poor do not pay more because they shop at competitive stores, going outside their residence area to do so if necessary."

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comments. . . .

COMMENTS OF LADY SURVEYORS

CHAIN STORE - CITY

Shopping carts very bad condition. Not many carts. Shelves poorly stocked. Very little meat out. Hamburger very fatty.

Prices are very hard to read.

The store has an odor. There was a guard on duty in the store.

Entrance is usually filled with unopened stock. Basket carts can not go beyond check-out counters, so large orders must have a guard to watch until car is brought, or a carry-out usually requires a tip for a repeat service. Milk is never marked. Meat counter showed fresh meat--good appearance but no price in evidence. Floors were clean but badly in need of repair.

I entered store and did not find one available cart. Customers had to follow others to the lot to get a cart. The personnel was helpful and courteous.

Poor price listing. Meat counter stunk; chicken not very fresh. Lots of open packages and bent cans. Shelves need improvement.

Meat counter messy. Flour, sugar and butter bins very messy (many broken bags). Broken eggs in bottom of bin and, as a result, store had a very bad odor. Asked the clerk and she said she couldn't smell it because of length of time spent in the store.

Aisles narrow and cluttered with stock boxes.

Had to wait 40 minutes for a cart.

Market in very poor condition. Very dirty, also odor. Shelves not neat. Meat counter and meats rotten. The employer fairly clean. Store should be closed.

Very few brands to choose from. Shelves poorly stocked. Price of vegetables and fruit higher than other stores. Amount of frozen foods small. Frozen and fresh fish dry and old. Too much fat on fresh meats. Bacon too fat and not well cured. Smoked ham soaked in water. Only one automatic door at entrance.

Orange juice cans were not marked nor were apples, potatoes. Had to ask Manager. He then asked what I was doing. Exit door started to close before one was completely out.

This small store really was in very poor condition. I had the occasion to shop there some 8-10 years ago and it sure is in poor condition comparatively. Needs repairs and renovation in all areas. The management is operated by white courteous personnel.

The stock boy wouldn't help you look for items--very poor selection.

This store is never really clean. Cleaned once every five years. Empty boxes stacked in aisles; dented cans; hardly any carts. The manager is helpful and courteous. Shelves were not stocked.

The management and employes at this store are always pleasant and cooperative.

CHAIN STORE - CITY

The assistant manager who is white approached Mrs. H. who is Black and asked her in a rather rude way what she was doing there. She told him and he walked away. The manager, who is Black, then approached both of us and asked us the same thing. He was very polite and said he had not heard about our project and was glad to be educated about it. He wished us luck. Mrs. Gates was the only white woman in the store. Several shoppers looked strangely at the two of us together and getting into the car together.

Shopping carts not available.

Customers seemed more curious than personnel. Store was crowded and dirty. Produce fair to poor. Items in freezer sticky to handle. Traffic pattern terrible. Recently remodeled.

All of the shopping carts were in the parking lot. Very few of the cans had prices on them; and the ones that did had two or three different prices.

There was no waiting at check-out as the business has dropped off lately, but on a busy day as Saturday you have to wait sometimes half an hour. Shopping carts are plentiful in store to shop but cannot be taken past the check-out counter. Only two carts to carry groceries to parking lot and car.

I was stopped by manager on three occasions. He asked what I was doing, who I was, and who I was representing. After I showed him the heading of the survey, he was very helpful; wanted to know if other stores were being surveyed. Another manager asked if he could help--wanted to see the survey. Alerted staff in produce and general stock.

Manager's approach was in a sneaky manner, impressed me as being doubtful of my reply, asked a few questions, remarked that the store was neither inner city nor suburban. The express line extended halfway towards the rear, progressed slowly, no stock boys. I observed potential customers trailing departing customers in order to obtain a basket.

Poor selection and quality of meats, poor selection of produce, quality okay. Poorly marked prices, lack of brand names.

Stock on shelves looked low; no boys available. No carts available. Frozen food case very messy. Package broken-open merchandise not priced.

There was a parking lot but there were no signs indicating this was the store's lot. The store on the whole was filthy. The employees were very uncooperative and didn't know the prices of a lot of articles. There is no carry-out service and there are no baskets to use to bring your groceries to your car. Most articles had more than one price on them and no end to bent cans, especially the canned tomatoes and Pet Milk because I had a reason to examine those. The fruit is very expensive and very poor. The cashier was very nice but that is the only good thing I can say for the store.

Shelves poorly stocked; quite a few dented cans. Lack of name brands. Prices not marked on goods but only marked on signs in front of goods. Cartons of goods in almost all aisles. Minimal selection of goods.

Will not cash Chrysler pay checks to pay for food.

Took me two hours and thirty minutes including check out time.

CHAIN STORE - SUBURBS

Everything was in apple pie order. Manager was very nice. He wanted to know if he could help. One of the clerks had pointed me out. He suggested I should have let my presence be known. Everything was Ok. So I continued.

When I brought differences in prices on formula to the manager's attention he blamed incompetent help.

Aisles were wider not cluttered--store is about two years old. Everything in top condition.

I found the store large and well spaced. There was no evidence of crowding condition. However, prices were not well marked and were hard to find. Some damaged cans were on shelves. There are racks for damaged goods and day old baking goods.

The area is almost oversaturated with shopping centers, food chains and independent stores. No evidence of any of the problems existing in the inner city.

The inner city woman (Black) that we shopped with was very aware of prices. If all inner city women were as sophisticated shoppers the problem of higher prices in these stores would be solved in short order. This woman does much of her shopping in the suburbs where she works, because prices there are cheaper. As far as the store goes, we found prices and conditions much the same. Possibly there was more of a selection in the suburban store. The store on E. Grand looked good but not as many cuts were in the case. After making the above statement (that prices were relatively the same in the two stores) I compared the two before putting them in their separate envelopes and mailing. To my surprise, items were cheaper in the suburbs.

Bought a Borden Cream Cheese on sale, large package 19¢, got it home, it was moldy on end. Bought a special corn flakes, was charged regular price by mistake--cheerfully corrected.

Shopped for one hour and fifteen minutes. Was observed but not stopped--wow--what an experience.

No one approached us in the store although we did get several unpleasant looks from the personnel. I happened to overhear one of the personnel say "I think there's two of them checking." But that was all. The experience was an interesting one. Again, Mrs. Hamell was the only Black woman in the store and several shoppers looked strangely at the circumstance of a Black woman and a white woman shopping and leaving together.

A very nice store, friendly, beautiful location, not all merchandise was marked but it was early for the produce.

Mrs. Royal, although a stranger to the area, was allowed to cash a check for her groceries (personal). Many of the items were unmarked, and some of items which they normally carried were filled in with another item to hide the deficiency. The store was neat in most respects and the personnel were friendly and helpful.

I found the survey very interesting. The personnel were very cooperative.

Store overall gave appearance of being heavily stocked, with plenty of personnel but not neat and clean. Condition of floors makes me glad that I do not have to shop there. Store aisles are narrow and cluttered with extra displays. Corners are piled extremely high making maneuvers of baskets hard.

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INDEPENDENT STORE - CITY

Meats sale price not indicated. Example: round steak 89¢ a lb. sale; on package indicated at 99¢ a lb. Floor was dirty. Sale prices not stamped on cans.

Personnel extremely cooperative. Customers and salesman requested reason from me on who was conducting the survey. As I walked out, the manager said I think it's rather hopeless. Good luck, you'll need it.

Lady at counter was rude when asking what we were doing. Majority of prices weren't marked, either on the article or in front.

He has very good service for a small market. He and his wife operate the market together and I think they do a wonderful job. His prices are also very reasonable for a small market.

The prices are not marked on any of the items.

Milk was not priced and employes didn't know the price. Large percent of customers are Negro.

Personnel very cooperative. Delivery service very good. Management stated their main loss is shop-lifting by adults. They only lost 15 carts in the last year.

INDEPENDENT STORE - SUBURBS

This store appeared to me to be a good example of a small type supermarket. For what it is intended to be I could find little criticism. The help seemed helpful and honest -- my only complaint was that the prices were not marked on a small percentage of the merchandise.

No prices marked on shelf edge. Several items no price mark. Courteous pleasant service. Caters to wealthy area. Offers free, good delivery. Carries expensive brands, some gourmet food. Fine fresh meat.

Owner inquired as to the nature of my business--I explained and he felt it was a very good survey.

On the first trip to the store the manager was very rude and asked me to leave. This time, he was courteous. The manager is very nasty to the children that come in shopping.

Store was not crowded--a private bakery just inside entrance. There is not a wide range choice of brands and the chief irritation was being unable to find the prices. Much stock had no mark and I had to examine everything on all sides. Store brands were marked on bottom of can. Many cans were dented. Saw no inspection marks on any package meats. Most shoppers were white middle-age. People living in Lakeside Housing Project & Crystall Beach Area--off Orchard Lake Road shop here (ADC Mothers) Welfare.

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Grocers Sabah Najor . . .

. . . Sam Khamo . . .

. . . and Joseph Dabish

...and the grocers tell their side

By RICHARD A. RYAN
Detroit News Staff Writer

Inner city residents pay more for their groceries than suburbanites, often as much as 20 percent.

A recent survey conducted by the Catholic Archdiocese of Detroit and published Thursday in The Detroit News says so.

So does Sabah Najor, an inner city grocer.

"Sure I have to charge more than a chain store in the suburbs," Najor, owner of the Lucky Strike Super Market, 8410 Woodward, frankly admits.

"BUT MY OVERHEAD, risks and losses are a helluva lot more than anybody's in the suburbs. Even with my higher prices, I make less profit than they do."

Najor knows he charges higher prices to the people who can least afford to pay them. But he insists he has absolutely no other recourse.

He ticks off several reasons for the higher rates — insurance, pilferage, bad checks, need for additional employes including private guards, and the fact that his wholesaler charges him more money for the same products than he does a suburban store owner.

"YOU KNOW," he said, "after the riots my insurance was cancelled. Just cancelled. I didn't have any looting, burning or window breaking. But my insurance company cut off my insurance."

Najor said that he finally succeeded in having his insurance reinstated but he was one of the fortunate few.

"There are many store owners in the area who are not able to get insurance at all or if they do have it they are paying triple or quadruple the rates they did before the riots."

ANOTHER MAJOR REASON for the higher price range, Najor said, is the high number of thefts suffered by his store.

"One out of every 10 customers we get in this store tries to walk out with something," he said. "We know for a fact that some of the people we see in here all the time are thieves."

"Our customers may see a shoplifter but they turn away and don't tell anyone. They don't want to get involved. They're afraid the thief might be carrying a gun or a switchblade.

"BUT IN THE SUBURBS they don't have that problem. If someone in a store there sees someone shoplifting they tell the manager about it. People in the suburbs want to get involved."

Shopping carts, too, are a major attraction for thieves.

"Since 1956 we have averaged 100 shopping carts stolen a year," he said. "Those carts cost us $45 each. And when the police do recover a cart for us, we have to pay $5 to get it back." (The $5 recovery fee is required by city ordinance.)

NAJOR PULLED OUT a stack of checks from his desk drawer.

"Look at these," he said. "All bad checks. We can't collect on them. In the suburbs if a store gets a check back they can go to the person's home and collect the money. In the suburbs most people are buying their own homes.

(Concluded on Page 12H)

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. . . and the grocers tell their side

Continued from Page 1H

"But in this area, people are moving from day to day. When we get a bad check we can't track them down. They're gone and we've lost the money."

Najor takes photographs of every person for whom he cashes a check. The photo, which costs him 25 cents each, also lists the person's name and address.

"EVEN WITH these photographs," he said, "police are unable to locate the person who cashes a bad check. I'm stuck with the loss."

Najor stressed that another reason he has to charge his customers higher prices is that his wholesalers charge him higher prices.

As an example, he said that he pays 42.88 cents for a half gallon of milk from his milk supplier.

"THE SAME company sells that same half-gallon of milk to suburban stores for 40.88 cents a gallon," he said. "How can I compete against that?"

He said similar price differentials also apply to canned goods.

Wholesalers charge the higher rate because they are reluctant to make deliveries into the inner city, he said.

"THEY WON'T make deliveries during the early morning or at night when it is dark," he said. "They'll only come during the daytime. They're afraid to come out here and I don't really blame them.

"But show me a suburban store that has this kind of problems."

Najor said another expense is the hiring of private guards to watch his store.

"I have to have a policeman here all day long. And that costs me a lot of money."

ANOTHER inner city grocer who admits he charges higher rates is Sam Khamo, stock manager of the Trade N Save Super Market, at 14th and McGraw.

"I have to get two or three cents more on canned goods than the big chains," Khamo said, "because we buy our foods by the caseload while the big stores buy them by the carload."

Khamo said that he has no insurance and as a result has to employ private guards 24 hours a day.

"AFTER THE assassinations of Dr. Martin Luther King and Bobby Kennedy," he said, "I had to pay $700 a week for private guards. I've got to get that money back somehow."

An example of the higher prices charged by Najor and Khamo is the cost of a 6½-ounce can of chunk style Chicken of the Sea tuna fish.

Both stores yesterday were featuring it at 3 cans for $1.00. Normally it is 35 to 39 cents. The same can sells at a Bi-Lo Super Market in Dearborn Heights for 27 cents.

JOSEPH DABISH is the manager of a small supermarket on Oakland, north of Grand Boulevard.

When interviewed he insisted that his prices were competitive with any big chain.

"We don't charge higher prices," he said. "We want our customers to come back."

His chunk style tuna fish sold for 45 cents a can.

Risks Are Higher Than in Suburbs, Say Stores

Shoppers in Inner City Do Pay More-- And Here's Why

BY MARY ANN WESTON
Free Press Staff Writer

Why does it cost more, generally, to shop in the Inner City than in the suburbs?

Ed Deeb, executive director of the Associated Food Dealers of Greater Detroit Inc., admits that some Inner City groceries charge more than those in the suburbs, but he insists there are ample reasons.

Among them: Astronomical insurance rates and losses from thefts, break-ins and bad checks.

Spokesmen for large grocery and drug-store chains, which have stores in both the Inner City and the suburbs, contend that all their stores follow the same price policies.

The only exception, according to a drug-chain spokesman, is that occasionally prices are cut to keep up with the competition.

• • •

SHOPPING teams which conducted the Detroit Archdiocese consumer survey found, however, that chain supermarkets charge more in their Inner City stores than they do in the suburbs. And they found that drug prices can vary sharply in stores within the same chain, depending on where those stores are.

Deeb, who wrote Mayor Cavanagh in May saying that food dealers were deeply concerned about the consumer survey, admitted in his letter: "Prices may indeed be somewhat higher in the center or core city area."

He urged that those taking the survey to learn about grocers' problems before they criticize their prices.

• • •

SOME of those problems, he said, are:

● Higher insurance rates in Inner City "high risk" areas. Deeb said that to get insurance at all, an Inner City merchant often must pay 400 to 500 percent more than he would in the suburbs.

● Greater losses from pilferage. Deeb doesn't have figures, but he said he was sure more merchandise was pocketed in the Inner City than in the suburbs.

A spokesman for a supermarket chain agreed, but he offered no statistics either.

● More losses from break-ins and thefts, including theft of shopping carts, which cost about $35 each.

The loss of too many carts can shove a small grocer into the red.

Many markets have erected barriers to try to stem the flow of carts from the stores.

At some Famer Jack stores, poles are placed in the payment around the doors. They are too close together for a customer to push a cart through.

At some Packer supermarkets, the check-out aisles are too narrow for a cart to go thrugh.

AS FOR other thefts, Deeb said the robberies, break-ins and stealing from groceries in Detroit had increased sharply in the past few years. He did not have comparable figures for te suburbs.

Deeb said that all grocers—both the small independent ones and the giant supermarket chains — operated on profit margins of about one to 1.5 percent, making it difficult for them to absorb theft losses.

Representatives of the drug and grocery chains contended that in some cases it cost them less to do business in the Inner City than in the suburbs.

Rent was one factor. It costs less — sometimes a lot less — to rent a store in the Inner City than in a fast-developing suburb.

The big chains regard competition as a key factor in their policy-making.

• • •

A REPRESENTATIVE of a drug-store chain, for example, said that his company uses the basic pricing schedule in all stores—except in a competitive situation.

"It is a competitive market," he said.

If a customer shows a pharmacist that he can get the same prescription cheaper at another store, that pharmacist might lower his price in an isolated case in order to keep the customer, explained a drug chain spokesman.

This, he said, was probably why two shoppers from the consumer survey paid different prices for the same prescription in the same store. One argued about the price, the other didn't.

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G-A FRIDAY, SEPTEMBER, 6, 1968

As We See It

Self-Help and Study Can Cut Food Costs

IT IS PLAIN to those who buy groceries in the Inner City that the shopping habits of the people who live there leave much to be desired. And the places where they shop are not always great.

A lot of Detroiters, however, do not live in the Inner City, and the report of the Catholic Archdiocese of Detroit to New Detroit Inc., showing the need for consumer education and better shopping facilities, comes as a shocker.

There are few supermarkets in the Inner City. Supermarkets require a lot of space, both for display of goods and for parking. Better profits can perhaps be made elsewhere.

Further, the corner stores offer strenuous competition. People are used to them. They can get credit in many of them, which is sometimes vital. They are within walking distance of their customers' homes, and many of their customers do not have cars.

And although their prices are necessarily higher for the personal service they render, it is possible to make out pretty well if you shop carefully.

But a large proportion of the Inner City customers of both the supers and the corner stores don't pay attention. People normally prefer name brands, although the quality of lesser-known labels is competitive.

They are not careful about what's in season, and therefore what is usually the best buy.

The archdiocese report didn't go into it much, but the Inner City shoppers often don't pay attention to proper diet and are inclined to load up on carbohydrates—potatoes, bread, grits, corn, beans and macaroni; and fats—pork chops, salt pork.

Their financial and dietary problems are further compounded by the common practice of sending children down to the store of an evening to fetch home a bag of stuff for dinner.

This isn't from laziness. Many of the Inner City mothers are supporting children without a father, and after a day of hard work they are in no mood to cope with the store. Where both parents are at home it is still doubtful if they are able to make sound judgments of price, quality and dietetic desirability.

A freezer is a rare household appliance in much of the Inner City. Some families don't have refrigerators at all, and are forced to buy on a day-to-day basis, which again raises the cost.

It is not uncommon for Inner City families to spend 40 percent of their cash income on food. Wise spending would do much to get them out of what an archdiocese spokesman referred to as "indenture" to their stores.

There are some things which can be done by the present authorities to make shopping better in the Inner City. The health department can do something about meat which was found to have a high bacterial count . . . in other words, on the way to spoilage.

It might do well to spot-check stores on a slow afternoon and find out who is saving a little money by turning off the coolers.

The drive to more uniform packaging will make it easier to pick out the best buys. Even a trained accountant has trouble now figuring out whether one can of peas is a better buy than another.

The bigger problems, however, are teaching people to make their dollars stretch and to eat a more balanced diet.

We are teaching people how to read, write and figure. We are teaching people how to qualify for jobs, and where to look for them.

We can also teach them how to eat better and spend less.

The Inner City Poor Found to Pay More For Food Than Others

• • •

Detroit Area Study Discloses Suburban Prices Cheaper; Drug Costs Vary Even More

By a WALL STREET JOURNAL *Staff Reporter*

DETROIT—Is it true that poor people pay much more for basic necessities than the more prosperous?

Yes, according to a massive comparison-shopping survey of food stores and pharmacies made here. Its findings indicate that people living in poor, inner city areas pay an average of 5% more at chain food stores than do suburbanites. When it comes to independent food stores—which are more prevalent in the inner city area than supermarkets—they pay 20% more than they would if they shopped at an independently owned food store in the suburbs.

The survey also found that on drug prescriptions the disparities between inner city prices and those in outlying areas can be even greater, with inner city residents paying as much as three times what the suburbanite pays for the same product.

The survey is one of the most elaborate to be undertaken in any metropolitan area. Funded by the city's nonprofit New Detroit Committee and administered by the Catholic Archdiocese of Detroit, a group of 403 women, both black and white, spent two months in comparison-shopping. After special training given by a unit of Wayne State University they surveyed a total of 543 food stores and 155 pharmacies in and around Detroit.

The release of the survey brought it under immediate fire from the food industry. Edward Deeb, executive director of the Associated Food Dealers of Greater Detroit, noted that his association had offered to help with the survey but had been spurned. He charged that the survey ignored factors that have a bearing on inner city food store operations and in that respect only "intended to arouse and alarm the community."

Among the survey findings, which were tabulated by computer, is a wide disparity in the prices being charged for the same items. It was found that a typical 18-item shopping list —including eggs, bread, milk, and other staples—cost an average $10.81 in the middle-income suburb of Troy. In the inner city the same items cost an average of $14.50.

A side finding of the study is that the wealthy also have to pay more. The same shopping basket of items purchased in Bloomfield Hills, a prestigious upper-income suburb north of Detroit, cost $12.31.

Specific examples of higher prices in the inner city include charges of 72 cents for a half gallon of milk compared with common supermarket prices of 49 cents, according to the study. At independent inner city food stores people may be charged as much as 39 cents for a loaf of bread they could buy for 25 cents in a suburban supermarket.

At pharmacies the disparities were even more pronounced. A suburban drug chain, for example, charged $1.72 for a bottle of prescription tranquilizers. At an inner city drug store, survey shoppers were charged $6 for identical pills.

A spokesman for the food dealers conceded that inner city merchants charge somewhat higher prices. But he also noted that costs were higher. Insurance rates "are often 400% to 500% higher than in suburban areas, pilfering is greater and the threat of robbery is constantly present," he said.

A seminarian who headed the survey said that "even if they (inner city food stores) were paying more it wouldn't justify this kind of increment in price."

The study carries recommendations that a massive consumer education program for the poor be launched immediately, asks for the establishment of pharmacy co-ops in "very poor and poor black areas," and calls for negotiations with major food chains to build new and renovate old stores in the inner city.

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1639

68

150

store conditions

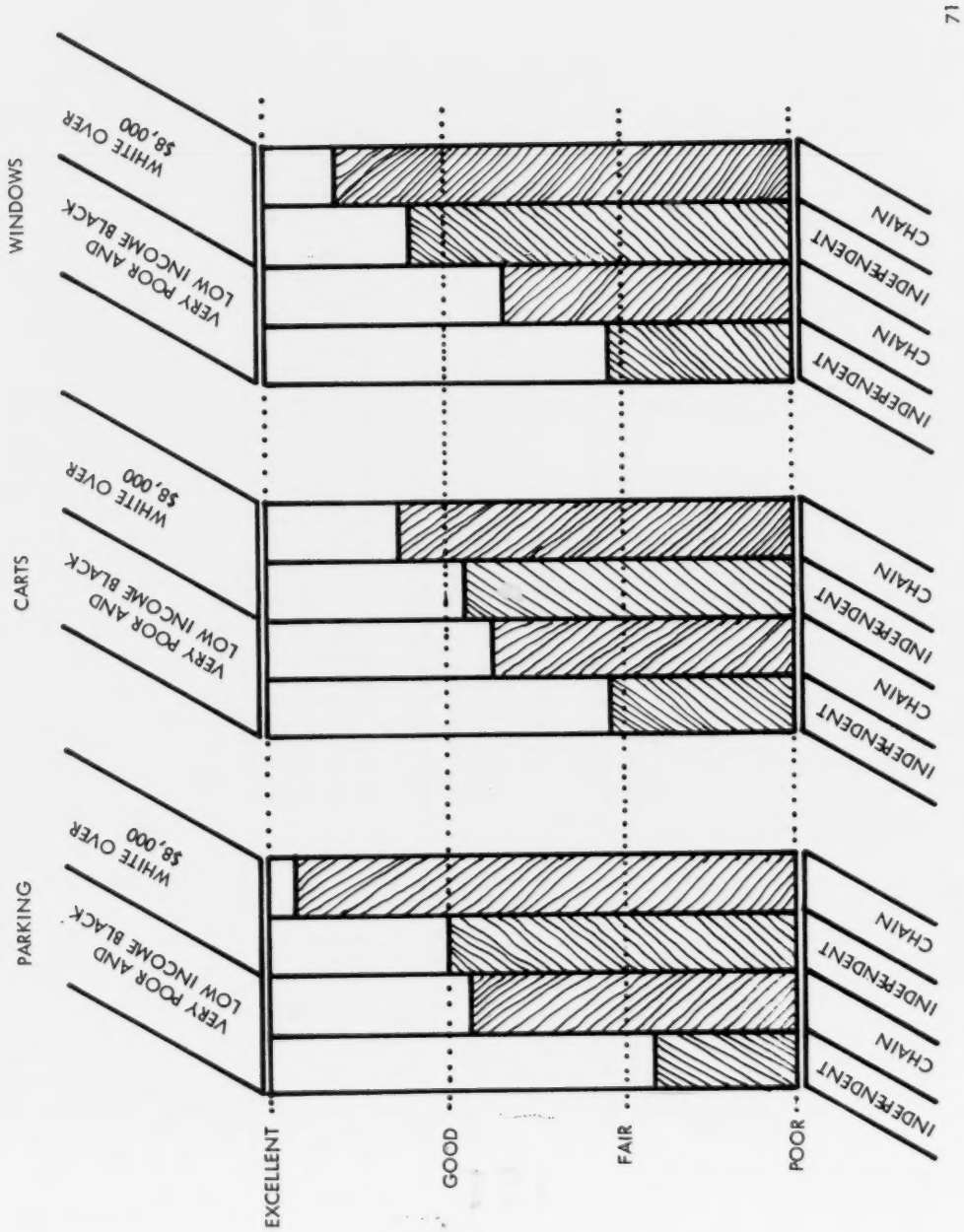
1660

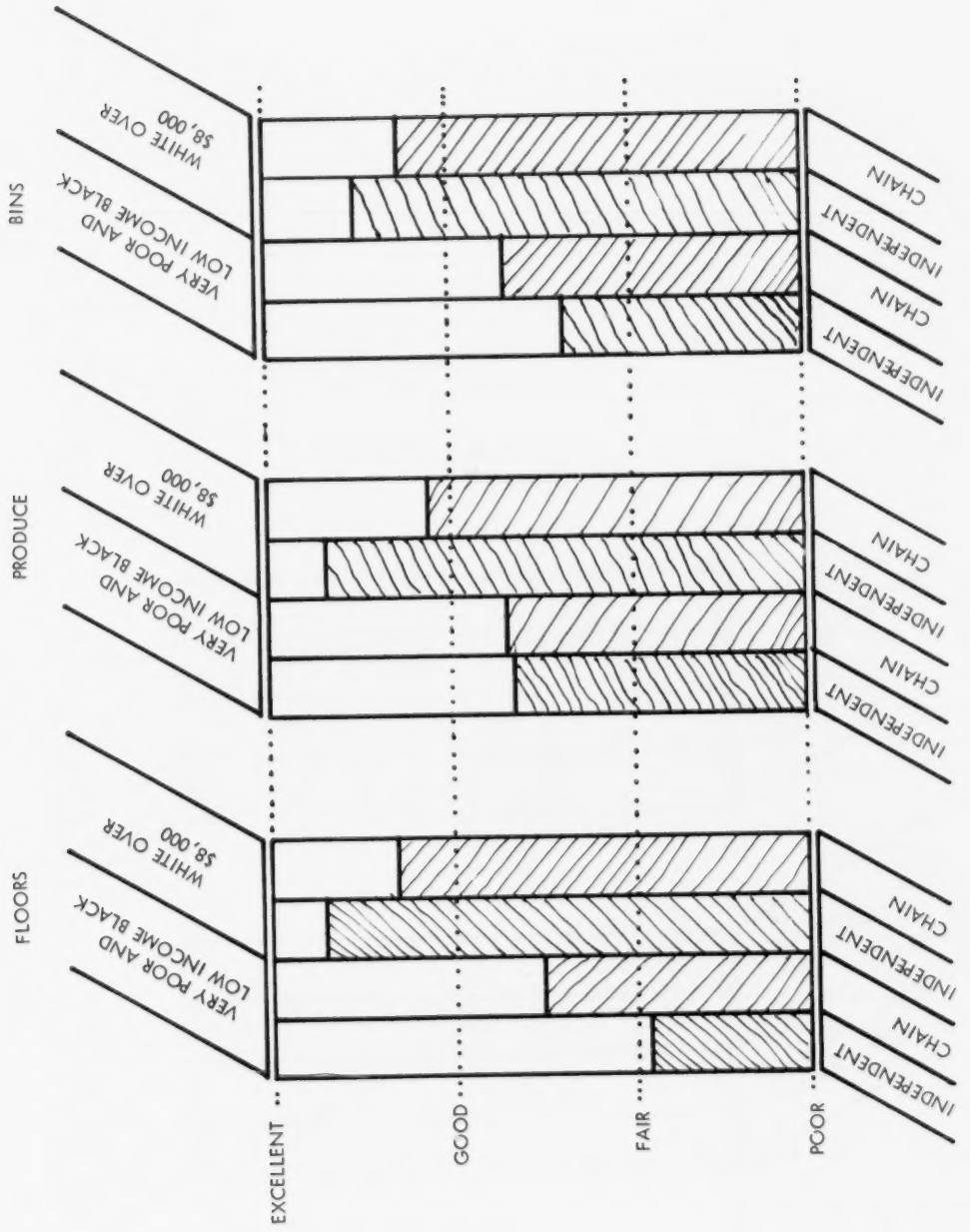
How do the poor pay more? In actual price - yes. But even if the price were the same, the poor pay more. An inner city Black lady might buy steak at the same price as a suburban white woman, she might buy the steak in the same chain - same price, same company, and yet the Black shopper likely will pay more, because her steak is not as fresh, because her steak is not trimmed as well.

The answer as to how the poor pay more is dramatic, and it has little to do with price. The steak which is 95% edible in a suburban chain may be only 85% edible in the same chain in the city. Freshness of meats, condition of canned goods and produce, availability of services, courtesy of personnel, cleanliness of floors, pleasantness of decor - all are ways in which the poor and the Black pay more than the white suburbanite.

The following graphs compare quality of produce, store conditions and service between city and suburban stores. These evaluations represent the accumulated estimates of our 403 surveyors over the three shopping experiences. Elsewhere in this study we have included some of the shopper's comments.

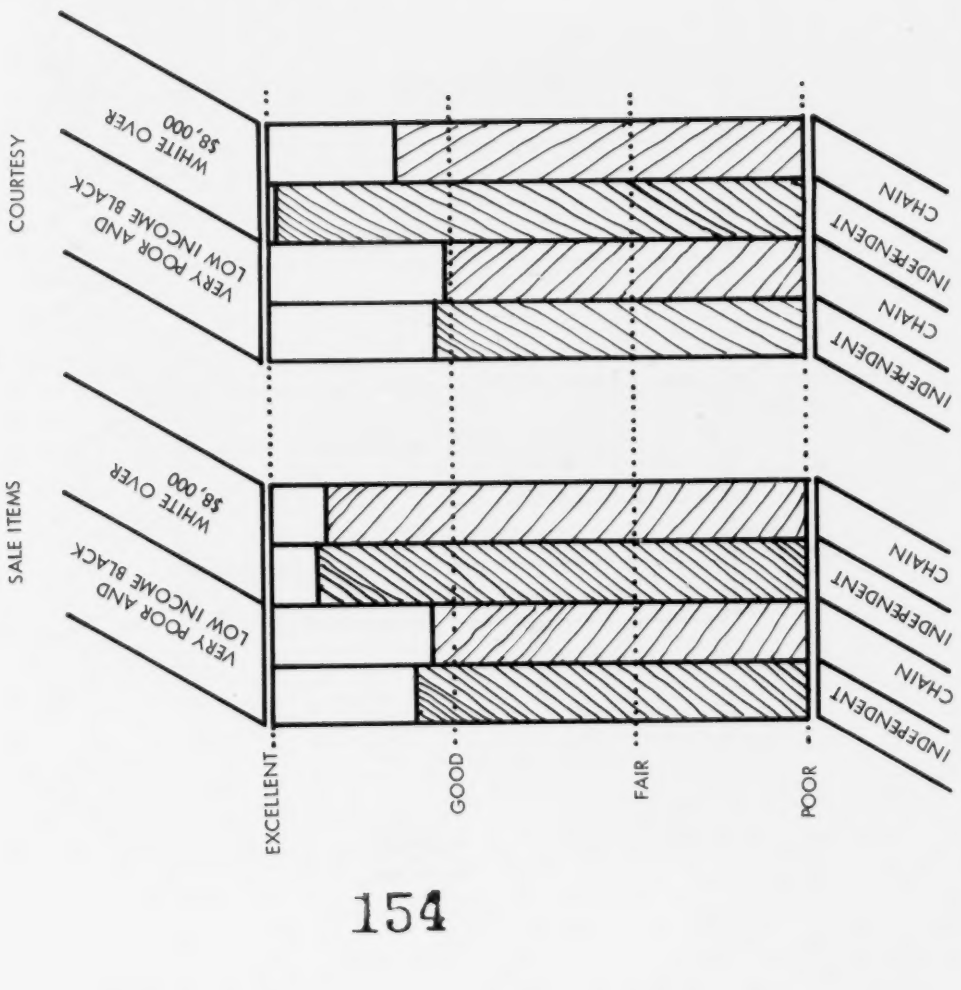
Most rewarding in this section of the survey were the team comments. In the third investigation of chains and large independents Black ladies from the city and white ladies from the suburbs teamed up to shop on one day both a suburban and an inner city store. In almost every category of the critique, the city store fell a full degree below suburban stores.


WINDOWS
CARTS
PARKING
WHITE OVER $8,000
VERY POOR AND LOW INCOME BLACK
CHAIN
INDEPENDENT
EXCELLENT
GOOD
FAIR
POOR
71


BINS
VERY POOR AND LOW INCOME BLACK
WHITE OVER $8,000
INDEPENDENT
CHAIN
PRODUCE
FLOORS
EXCELLENT
GOOD
FAIR
POOR

1664

73


COURTESY
SALE ITEMS
WHITE OVER $8,000
VERY POOR AND LOW INCOME BLACK
CHAIN
INDEPENDENT
CHAIN
INDEPENDENT
EXCELLENT
GOOD
FAIR
POOR

CHAIN STORES PER 10,000 PEOPLE

VERY POOR	0.6 STORES PER 10,000 PEOPLE
LOW INCOME BLACK	0.85 STORES PER 10,000 PEOPLE
LOW - MIDDLE INCOME WHITE	1.13 STORES PER 10,000 PEOPLE
MIDDLE INCOME BLACK	0.71 STORES PER 10,000 PEOPLE
MIDDLE INCOME WHITE	1.22 STORES PER 10,000 PEOPLE

SUBURBS / INCOME FROM $6 - 8,000	1.51 STORES PER 10,000 PEOPLE
SUBURBS / INCOME FROM $8- 10,000	1.39 STORES PER 10,000 PEOPLE
SUBURBS / INCOME ABOVE $10,000	1.78 STORES PER 10,000 PEOPLE

THIS CHART COMPARES THE NUMBER OF CHAIN STORES AVAILABLE TO 10,000 PEOPLE FROM THE VERY POOR TO THE MORE AFFLUENT.

CONSUMER SURVEY FACTS

In the city or in the suburbs, if a chain store has no other chain store in close proximity, the prices in that store tend to be higher.

The proportion of chain stores to population is far less than the needs of the Very Poor and Low Income Black areas--about one store for 17,000 persons. Chains provide over twice the number of stores for the white suburbs. In addition, suburban chains are much larger than their city counterparts.

Since there are fewer chain stores in the inner city, competition is less with a consequent 3% to 5% higher cost in grocery prices as compared with suburban chains.

In independent stores averaged across the areas of the city, the poor may pay up to 15% more than the price of groceries in suburban chains.

Since many of the poor must shop in the corner grocery because chains and large independents are not available, the very poor may pay from 20% to 40% more for their groceries.

Since many inner city stores are smaller than the stores in other areas, the option to buy economy sized items may not be present, thereby further decreasing the purchasing power of the poor.

The quality of service, store condition, shelf goods, produce and meats in the inner city chains and independents is not up to the average quality in higher income and suburban stores, even though the stores in the poor areas charge more.

[1]"Customer pilferage in grocery stores is no higher in ghetto or Black areas of our cities, and is often less high, than in white and suburban areas. Where there are more children, and generally Black areas have more children, pilferage is more of a problem in grocery stores. But this is not the major theft problem; more costly theft is perpetrated by adults."

"Where higher theft rates are reported in inner city stores, the allegation of customer pilferage is usually a cover-up for the store's internal problems such as poor management or theft by personnel."

Black shoppers tend to buy more food consumeable in the home than do whites. Black shoppers tend to buy brand names or higher quality foods.

[1]Herman T. Smith, President, Jet Food Corporation. Information corroborated by interviews with national chain security officers.

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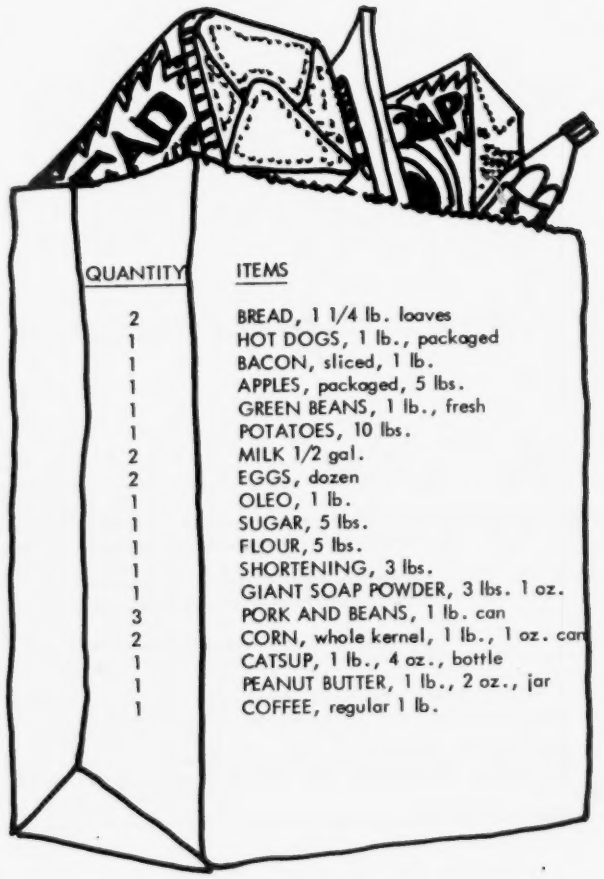
$10 GROCERY BASKET

Grocery Basket List Shopped from computer sheets to show variations in prices among suburbs, between suburbs and city, and between chains and independents.



QUANTITY	ITEMS
2	BREAD, 1 1/4 lb. loaves
1	HOT DOGS, 1 lb., packaged
1	BACON, sliced, 1 lb.
1	APPLES, packaged, 5 lbs.
1	GREEN BEANS, 1 lb., fresh
1	POTATOES, 10 lbs.
2	MILK 1/2 gal.
2	EGGS, dozen
1	OLEO, 1 lb.
1	SUGAR, 5 lbs.
1	FLOUR, 5 lbs.
1	SHORTENING, 3 lbs.
1	GIANT SOAP POWDER, 3 lbs. 1 oz.
3	PORK AND BEANS, 1 lb. can
2	CORN, whole kernel, 1 lb., 1 oz. can
1	CATSUP, 1 lb., 4 oz., bottle
1	PEANUT BUTTER, 1 lb., 2 oz., jar
1	COFFEE, regular 1 lb.

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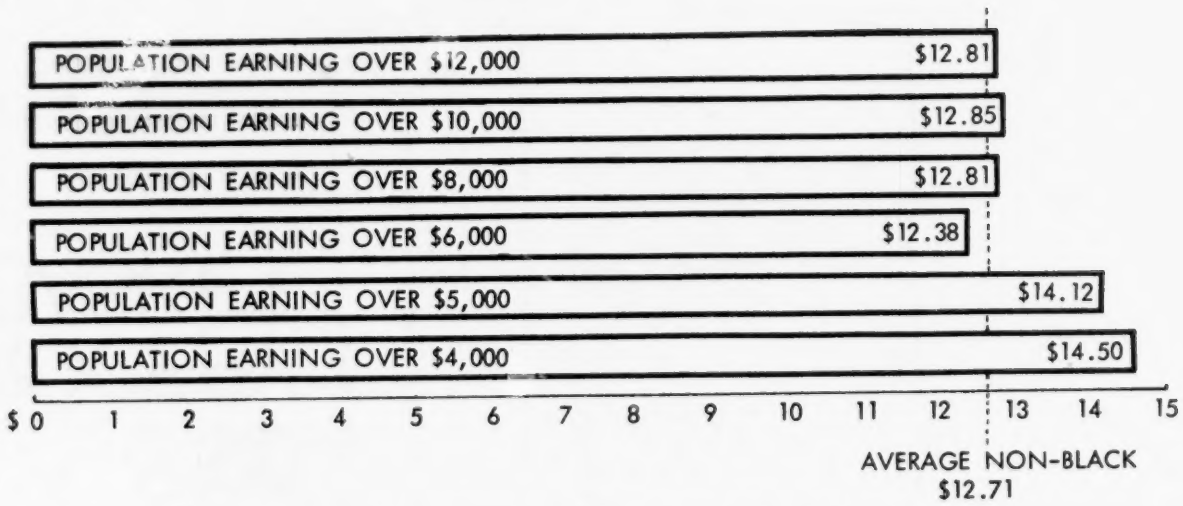
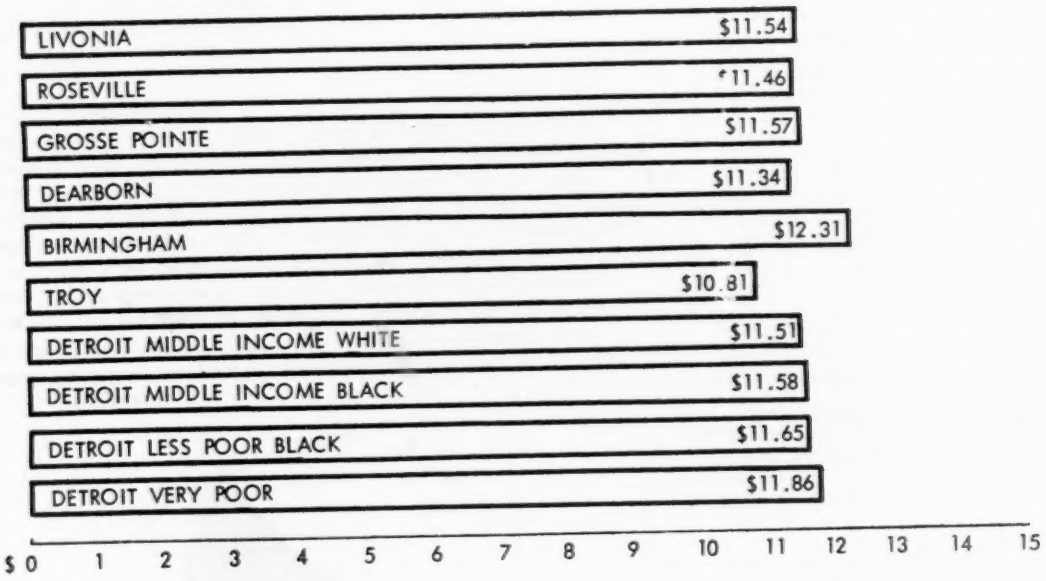
INDEPENDANT STORES IN SELECTED AREAS



AVERAGE DOLLARS PAID FOR SELECTED SHOPPING LIST COMMON TO ALL STORES

CHAIN STORES IN SELECTED AREAS


LIVONIA $11.54
ROSEVILLE $11.46
GROSSE POINTE $11.57
DEARBORN $11.34
BIRMINGHAM $12.31
TROY $10.81
DETROIT MIDDLE INCOME WHITE $11.51
DETROIT MIDDLE INCOME BLACK $11.58
DETROIT LESS POOR BLACK $11.65
DETROIT VERY POOR $11.86
$ 0 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15

AVERAGE DOLLARS PAID FOR SELECTED SHOPPING LIST COMMON TO ALL STORES

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ESL

Fr. Cunningham
When the survey was nearly completed, we had contact with one of the officials of one of the large chains and I remember a somewhat heated discussion at one point. Would you like to recall some of that discussion? I believe it grew out of the fact that one of the large chain managers, from the same chain as this official, was helping with the computer sheets, and I believe you engaged in a discussion with him. Maybe you can talk about him first. The discussion with the store manager hinged on whether stores from the suburbs or outer city areas were transporting produce and meats to inner city stores. I think that was the contention. Do you remember that?

Mr. Reisman
The manager was totally negative toward us. His view was that we wouldn't find any differences between suburban stores and the inner city stores. We had a discussion and after that he came out and admitted that meat was being shipped into the inner city. He also admitted that the services weren't the same in the inner city as they were in the suburbs, because the manager wasn't the same quality and inner city people didn't complain about some of the things that were going on. The people in the inner city stores were not as critical, not only the people but the manager himself. I have some background in the food industry and I know that the manager just can't criticize the food they get. They can send things back if they have a reason. He admitted that.

Fr. Cunningham
What did he say the reason was for transferring meat, say to an inner city store, from an outside city store?

Mr. Reisman
If it wasn't selling in the suburbs? I don't recall whether he came out and admitted that. They couldn't sell it the next day, because the people would complain. He came out and was definite about that. I asked him this in the beginning but he didn't answer; after about a half hour, all of a sudden he came out and just said, "yes I'll admit things were being done" (i.e., meat was being transferred).

Fr. Cunningham
On another Survey, a definite statement was made that this was a myth, that food (meat) was not being transferred into the inner city. In any case this survey contended that the stores claimed it would cost too much to transport the goods. This could not be done.

Mr. Reisman
I think that they could get out of it in one way. They will admit that in an area they can send meat around, if meat isn't selling. If one part doesn't sell in a certain area, they can ship it around. Therefore, if meat is shipped from one store to another they can always use that as an excuse. From that discussion, about a week later I met with somebody else, and asked if things were being shipped.

Fr. Cunningham
We don't want to identify this somebody else by name but this man is an executive in a large chain, who had experience over a great part of the three or four states around Michigan and was advised on store policies, would know about building services and shipping produce and so on. He was a well informed executive of one of the larger chains in the city.

Mr. Reisman
He was the one who decided what should be put into stores and what stores should be painted, and what equipment would be changed. He didn't have the final decision but he was next in line. He denied that dumping was going on, that the prices were being changed. The surprising thing was the difference between the manager and this fellow. The manager had said the prices in the store could be raised by the manager in the store, and the other fellow said that managers had the maximum price, that they could not raise their price. They could lower a price if another store gave them competition. That was one difference. The executive came out and said that as far as our meat testing, the bacteria content was going to be higher in some of the inner city stores because the refrigeration in these stores isn't as good and doesn't keep the meat as cold. He also said that in order to save electricity, they shut the equipment off for a couple of hours a day so the meat would be warm and the bacteria would naturally be higher.

Fr. Cunningham
He also mentioned, as I recall, something about the problem of keeping the old refrigeration units clean. They weren't as easy to keep as the new ones and therefore it would aid the bacterial growth.

Mr. Reisman
We had a discussion with him for a few hours, and he was disturbed about it and offered to take us on a trip to his stores.

Fr. Cunningham
That trip did eventuate and before we get to this trip, the executive mentioned something about the personnel, the condition of the store, the condition of the meat. Was this a result of personnel not being as well paid or as judiciously chosen in the inner city stores as in the suburbs? Remember his remarks? The suburbs needed better butchers. People were more demanding and patrons were more critical as to the store managers and maintenance. Maintenance was not as well done in some of these inner city stores, because there was a need to keep the profits up. Thus the need to turn the lights down and refrigeration off early. Mr. Reisman, would you talk about your trip which came about on invitation from this gentleman, to see some of the store conditions?

Mr. Reisman
Yes. We met out on Grand River in one of their stores and we (Eleanor Josaitis, this man, and myself) had permission to go into the stores, check anything that we wanted to. We could go in the freezers and store rooms and in the meat department in the back. We went around the first store and he had thrown us off a little bit by telling us that he wanted us to know that this first store that we went to was a bad store. The floor was concrete and it was hard to keep clean and the store was small and crowded. And the equipment was bad, thirty or forty years old--the first equipment that came into this state. We went to the produce department and we stopped at the bananas and there was a bad bunch of bananas. We asked the produce manager how long the bananas were there. The produce manager explained he had never seen bananas like that before. It usually happens in the winter when the bananas freeze. He had never seen it during summer. I asked the price of those bananas, and he said they were 10¢ a pound. And I asked how come they were in with the regular priced bananas which were about 16¢ a pound--there was no distinction. This fellow who was taking us around said that the manager could get in trouble since it's against the policy of the chain stores to do this--to sell two different qualities of any item in the same bin for a different price. That was the first incident.

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Fr. Cunningham
Did you notice the condition of the produce, particularly meats? Did you notice differences in the upkeep of store from one area of the city to another, or the condition of canned goods?

Mr. Reisman
Yes. We did. Before we went out, I had read one of the surveys on which the lady commented that the cans in the stores were dented. So we went into this store. I had asked the executive what the policy was on dented cans, and he had told me that they take the cans off the shelves and put them in a box and mark the price down, actually drastically, since it could be dangerous for someone to eat from those dented cans. The food could be spoiled. And so as we went around that store, I pointed out the dented cans, more than the average. The aisles were just lined with dented cans at the regular price, and if this wasn't bad enough, some of the cans were rusted. It seems to me that they were obviously dangerous. A dented can that is rusted could cause illness. Also, some of the cans looked like they had been there for a year, the dirt on them was so thick. He said that the manager of this store could get in trouble and the supervisor of the area wasn't doing a proper job. He said that this was one of the jobs that the supervisor should do.

Fr. Cunningham
Was that an inner city store, Mr. Reisman?

Mr. Reisman
Yes. It was in the heart of the inner city.

Fr. Cunningham
Did you find that there were some clear-cut, dramatic differences between the stores this gentleman showed you of this large chain across the city, that it seemed that the stores in the inner city were less well kept than the stores in the outlying areas?

Mr. Reisman
Generally the store in the inner city is much older and the equipment is much older. So the quality of the meat isn't as good. I think this was brought out by the women themselves when we did the meat test. Some of the meat tested so poor that the women were afraid to feed it to their dogs.

Fr. Cunningham
Mr. Reisman, it would seem that people get used to their environment--the type of stores that they shop at. You mentioned that people from the suburban area shopping meat in the inner city wouldn't take it home. What they have seen of the inner city stores didn't measure up to their standard of meat. Would you say that in a survey like this, one of the good things is the more discriminating attitude on the part of inner city shoppers? Do you think that women in the inner city stores by bringing to light their complaint on the services or the cleanliness of the stores, or the condition of the shelf material, could change some of these shopping conditions? What would your thought be on that?

Mr. Reisman
Well the people in the inner city don't have the power to do that. We have several ladies that we have contact with throughout the co-ops, who go into the inner city stores and get special treatment, but that won't change the store policy. I remember on the trip we were told a story that in a Grosse Pointe store, a woman, whose husband was in a very good position at the Detroit News, told them that either they fix it up or it would become a feature article in the Detroit News. And they immediately took action to improve the condition of that store. You can't do that in the inner city, because people don't have that power. They do such things as put bars up in some of the stores so that you can't take carts out, and you can't even get the carts out of the door. You can hardly walk through with a bag of groceries.

Fr. Cunningham
These stores do complain, ones that don't have carts available or those that aren't keeping the store up as well, that this is a result of their trying to balance their books, that the rate of theft and vandalism is so high in the store. Do you have any comment to make on that, Mr. Reisman?

Mr. Reisman
First of all, we were told by this chain store executive who took us around, that a chain does not form a policy on how much theft is allowed in any area, that they have one policy for each single store.

Fr. Cunningham
Mr. Reisman, I don't know what the ratio of white and Black supervision is in these chains that are represented in the inner city, but I would guess that the large chains' major personnel is only white people? Did you observe many Negro managers in these surveys that you made?

Mr. Reisman
Most are white.

Fr. Cunningham
Do you feel that these managers feel that they are working in another country, so to speak, that there attitude towards the neighborhoods in which they work affects their policy in the store with respect to cleanliness, courtesy, etc?

Mr. Reisman
Well, I don't think that we had enough contact with them to decide something like that. A manager, depending on his attitude and how well he does his job, will either make the store clean or make it dirty. I know from my contact with managers in New York City that they could increase the sales of the store 30% to 40% just by the way they handle the personnel. The way the personnel treat the people - putting on displays, that don't try to fool people, putting on correct prices. Not leaving two or three prices on one single bottle.

Fr. Cunningham
The respect that the manager has for the people he deals with would be reflected in his personnel and to the community and this would be one of the ways to improve conditions of the stores and the volume of business that the store would be doing?

Mr. Reisman
Yes, it depends on the manager in my opinion. He could just be a bad manager, and would be poor no matter where he went.

Fr. Cunningham
If he is a person that is a victim of racism, his attitude toward the people with whom he deals would reflect that.

Mr. Reisman
It makes it much worse, I think you get that feeling in the store.

Fr. Cunningham
Jerry, do you have any comments you would like to add?

Mr. Reisman
Yes. It was just in reference to the type of display the manager could put on. In the store by my neighborhood, a chain store, they put up a display of toilet paper, there were ten rolls in a package. The only thing was that in each of the rolls there were half the normal number of tissues. And the price was just a few cents cheaper. And what it came out to was that the people were paying 70% to 80% more for the thing that looked like it was on sale.

SHOPPING IN SOMEONE ELSE'S SHOES

Are facilities and products equal for inner city and suburban shoppers?

Discrimination in service strangely enough has rarely been argued. White people generally and affluent people have conditioned themselves to think that the wealthy, meaning also whites, ought to have larger stores, with the most current improvements. White people expect a suburban supermarket to be bright, aesthetically lighted, Muzaked, stocked with special foods and technologically titillating to the imagination from meat department to check-out.

When HOPE suburban shoppers went to the Detroit inner city they initially found conditions "good enough", that is, good enough for the poor and the Black. Not until the team shopping (a Black and white woman shopping together in a city as well as a suburban store) and the consequent careful scrutiny of facilities, goods, and personnel did the white shoppers react. Their reaction was angry and militant. Would a white lady from Birmingham shop each week in a store where the paint was peeling, the refrigeration was poor and antiquated, the aisles were narrow, where she had to wait in line for a cart that had one wheel stuck? Would a lady from all-white Grosse Pointe shop a store where the check-out point was too narrow to allow a cart to pass, or where high steel stanchions surrounded the exits like a Berlin Wall so that overly endowed shoppers had to squeeze through sideways? Would a Dearborn shopper lug her groceries from the check-out to her car, come back, and make the several trips from store to parking lot because carts were not allowed outside?

Putting themselves in the shopping shoes of their inner-city sisters, the white women began to burn. And where does a shopper go when she burns? To the manager, of course, who in the inner city is generally white and unconcerned.

Mr. Herman Smith, President of Jet Food Corporation, and Black himself, says that "the Black community will be restive until it has the same shopping facilities as the suburbanite, new, spacious and catering to the community, and they (the Blacks) are willing to pay for it." The facts indicate that the Black and the poor are already paying as much or more than the white suburbanite. In fact, Black shoppers tend to buy a higher grade of groceries, usually brand names, according to Mr. Smith.

Smith's observations about the habits of the Black ghetto shopper reflect Professor Charles S. Goodman's well documented study Do the Poor Pay More? University of Pennsylvania, 1967. Both men insist that the poor will shop a store some distance away to get better prices and quality. Large chain management insists on ignoring such studies and continues to base its services on store volume. Store volume relates more to the quality and prices a store offers than to the buying habits of a given community.

Mr. Smith insists that chain management is ignoring the real buying habits of the Black who purchase more groceries consumeable in the home than do white suburbanites, but are buying these groceries in the outer city or suburban stores with the high volume credited to the white community. Meanwhile inner city supermarkets decline in volume with consequent lessening of service - a remarkable example of the self-fulfilling prophecy.

Likewise, myths about crime in Black areas still support the rationale of the grocery community for charging higher prices and tendering poorer service. "Everyone knows Black people steal more, particularly the expensive shopping carts - for barbecues." Only a Houdini could get a cart out of a Detroit inner city store, squeezing it through the check-out point or over the steel barrier posts and past the manacing eye of the store policeman. The grocery community must face facts, facts which it has known for some time, but which the public is also coming to know:

BLACK PEOPLE AND POOR PEOPLE ARE GUILTY OF NO MORE CUSTOMER PILFERAGE THAN THE SUBURBAN WHITE SHOPPERS.

AND BLACK SHOPPERS SPEND MORE ON FOOD TO BE CONSUMED IN THE HOME.

An essential part of the survey asked the shopper to evaluate store conditions, services, personnel, and quality of produce. The comparison of these factors between inner city and suburbs was dramatic.

In some cases the rating was objective: the exact time for check-out, the number of check-out points available. Other ratings were in terms of comparative quality: excellent, good, fair, poor (here the judgment was in favor of the store with three affirmatives to one negative). As in the price comparison section of this study, the quality evaluation was correlated with the income and color texture of the neighborhood.

In general, chain and independent grocery stores in Black and poor areas fell at least a full classification beneath the suburban or more affluent white counterpart. For example, while the condition of floors was rated excellent in the suburban chain and good in the suburban independent, cleanliness of floors in central city chains was good to fair, and in city independents ran fair to poor. Produce and bin conditions in suburban chains averaged excellent to good; independents in the suburbans averaged excellent. In marked contrast produce and bin quality averaged good to fair for central city chains, and only fair for the central city independent. Central city window conditions and parking facilities fell between fair and poor as compared with excellent in suburban chains and independents.

While suburban chains frequently had sales on dented cans or slow moving items, inner-city chains reported practically no sales. Dented cans, some punctured, remained on the shelves.

A severe and heavily repeated comment of the city shoppers in both chains and independents was the lack of clearly marked prices. Prices were stamped one over another, or several were legible and no effort was made to erase the incorrect prices. Many independents in the city had no prices marked, but the shopper had to depend on the clerk. Dented cans, illegible or confusing pricing, along with inferior produce and poor meats were the major observations of inner city shoppers.

White shoppers on the team survey, some shopping in inner-city chains or independents for the first time, were often appalled by the filth, the bad smell of meat and the depressing physical condition of the stores.

In addition to the inner city large independents, HOPE shoppers surveyed more than forty small independents, the so-called corner stores or "mom and pop" stores. Corner store conditions were generally the worst observed, but there were extenuating factors. The corner store frequently was indigenous to the community: poor people had no other place in which to shop. An example is the Brewster-Douglas Housing Project which, with its immediate surrounding area, has more than 25,000 families, and no chain stores or large independents. (The only large independent was burned out during the '67 riots and the people refuse to permit the former proprietor to rebuild.) The only recourse for many of the immobile poor and those who send the children to shop is the corner store. But there seems to be no question that if chains or large independents were to come into the neighborhood, many of the corner stores would disappear as a vestigial, outmoded, and foolishly expensive way of buying groceries. Negroes are running out of patience with the "Chaldean ethic" of caveat emptor.

Small merchants must begin to restudy their position in the Black community. For instance, merchants are incredibly obtuse when they think that calling a Black man or woman by his or her first name insures a warm relationship. The majority of Blacks are 21 or younger and they are more interested in respect than friendship with whites.

It may take another fire in Detroit to clean out the unequal and inadequate services of the chains, independents and corner stores, but the next fire should not leave the white man or the merchant asking Why?

1681

drug survey

SAMPLE SURVEY

CONSUMER SURVEY
FOCUS HOPE
2701 W. CHICAGO BLVD.
DETROIT, MICH. 48206

Name of Researcher

1. _____

2. _____

Name of Store _____

Location of Store _____

Date & Time of Survey _____

DRUG ITEMS	PRICE	AVAILABILITY OF OTHERS SIZES
Fletcher's Castoria - 5 oz.		
Bayer Aspirin - 100 Tablets		
Epsom Salts - 5 lbs.		
Phillips Milk of Magnesia - 12 oz.		
Pepto-Bismol - 24 Tablets		
Rubbing Alcohol - 1/2 pt.		
Sen-Gay - 3 oz.		
Maalox - 12 oz.		
Vicks Vaporub - 3 1/2 oz.		
Robitussin (cough syrup) - 4 oz.		
Contac - 10 caps		
1 A-Day Multiple Vitamins - 60 caps		
Crest, Giant Size		
Ban Spray Deodorant - 4 oz.		
Listerine Mouthwash - 14 oz.		
Head and Shoulders Shampoo - 6 oz.		
Noxema Medicated Skin Cream - 4 oz.		

Race _____

Survey (cont'd) Page 2

Service

What are the store hours?

Monday Tuesday Wednesday	Thursday Friday Saturday	Sunday

Is delivery available?	Yes _____	No _____
Can the store be reached on a bus line?	Yes _____	No _____
Is free parking available? On a lot?	Yes _____	No _____
Did you see a pharmacist?	Yes _____	No _____
Can you speak to a pharmacist?	Yes _____	No _____
Did a pharmacist serve you personally?	Yes _____	No _____
Was there any talk with the pharmacist about the product and your use of it?	Yes _____	No _____

Availability of non-drug items.

Bread	Yes _____	No _____
Soda fountain	Yes _____	No _____
Hardware	Yes _____	No _____

How clean was the store?

	EXCELLENT	GOOD	FAIR	POOR
Windows				
Aisles				
Stock				
Floor				
Rate the personnel as to efficiency				
Courtesy				
How well lighted was the store?				

92

167

1682

The following graph comparing across-the-counter drugs in the city and suburbs for 9 items is a clean indication of price difference. For the 17 items priced by HOPE shoppers the average price variation between city drug stores and suburban drug stores was over 17%.

Here, as in the grocery comparison, discrimination is not limited to price. Condition of store, and quality of goods and service figure in heavily.

One large drug firm in the Detroit area complained that products which it called back to the warehouse, because of age or shelf worn packaging, were marked for removal and later found in inner city stores of the same chain.

Rarely were prices labeled in inner city drug stores. HOPE shoppers had to ask the price for each product and accept the clerk's answer. Many of the inner city drug stores have cancelled or cut back prescription services so that they are predominantly liquor outlets or corner variety stores specializing in patent medicines and expensive remedies for headaches, colds, poor fitting shoes and slipping teeth. Where prescription services have been retained, the pharmacist keeps a small cubby hole in the rear of the store, inadequately stocked, without patient records. The main job for many inner city pharmacists is to hustle beach balls, transistor radios, and toiletries, at 60% mark up.

More than price differences, discrimination in store condition, freshness and availability of goods, and service by personnel anger and frustrate the inner city shopper. More than any other single item, the poor condition of inner city stores shocked suburban surveyors.

The following graphs show the consistency of discrimination in central city chains and independents. Note that the margin of difference is generally a full grade lower in the city as compared with the all white suburbs.

1683

297 163

DRUG ITEMS	VERY POOR	% ABOVE SUBURBS	POOR BLACK	% ABOVE SUBURBS	MIDDLE INCOME BLACK	% ABOVE SUBURBS	SUBURBS
PEPTO-BISMOL, liquid	$ .64	5%	$ .63	3%	$ .63	3%	$ .61
MAALOX,12 oz.	$1.32	38%	$1.20	25%	$1.15	20%	$ .96
VICKS VAPO-RUB 3 1/2 oz.	$ .93	3%	$ .99	9%	$1.06	16%	$ .91
ROBITUSSIN COUGH SYRUP, 14 oz.	$1.07	2%	$1.29	23%	$1.35	29%	$1.05
CONTAC, 10 caps	$1.49	38%	$1.45	34%	$1.46	35%	$1.08
1 A DAY MULTIPLE VITAMINS, 25 caps	$ .98	4%	$ .98	4%	$1.05	12%	$ .94
COLGATE, giant size	$ .87	61%	$ .71	31%	$ .58	7%	$ .54
LISTERINE MOUTHWASH, 14 oz.	$1.17	29%	$1.10	21%	$1.14	25%	$ .91
NOXEMA MEDICATED SKIN CREAM, 4oz.	$ .80	36%	$ .77	31%	$ .82	39%	$ .59
AVERAGE PERCENT ABOVE SUBURBS OF ACROSS-THE-COUNTER GOODS		24%		20%		21%	

40	DRUG STORES IN DETROIT
115	DRUG STORES IN SUBURBS
155	TOTAL STORES
155	TOTAL SURVEYS

DRUG STORE - CITY

The store for the most part was so junky that I had trouble finding the drugs I needed to price. So I had to ask for help. The druggist referred me to the owner of the store chain. I told him that I had been a customer over a period of twenty three years, so I was left alone to get the prices with some help.

Many shelves were empty. Store seemed very low on stock. Some items they only had one of.

I waited until Monday to fill the courtesy part. I have seen incidents previous to today but felt it necessary to witness one so I could give an honest report. This store is the only store on the way home for students attending Frost and Oak Park High who live in Royal Oak Township. They carry a large supply of candy stocked in open shelves. There is no delivery service from 3 to 4 so all store personnel can be on guard against these youngsters. Any more than two Negro young people constitutes a mob and the owner and rest of the store personnel use derogatory terms and forcibly throw the children out and slam the door locked. Today was no exception. I have yet to see anything more than 13, 14, 15 year olds looking the candy over. Having a child this age I know they are noisey and more so in a crowd. The usual "nigger get out" followed. We have taken our business from this store as a result of these actions.

I tried to survey this drug store and the manager informed me that he would not let me or anyone else survey his store, that he sold everything at a discount and that's it.

DRUG STORE - SUBURBS

The store was very well kept and stocked. A large selection of both brand and sizes were available. The personnel were very courteous and helpful. The only thing I wish were changed about the store was the keeping of many non-prescription items behind the counter where the customer must ask to see them. This included such items as vitamins, laxatives, body rubs and cough and cold syrups.

The above is in the Community Medical Hospital and is the size of 4 by 6. It is clean but the pharmacist only fills prescriptions and has none of the drug store items listed. No delivery. Bus line, yes. Parking, okay. Courtesy was shown.

This is a good store for service and it is very clean. Pharmacist always explains the medication or prescription he has filled.

From previous experience I know this pharmacist is not very courteous and my family doctor asked me to get our prescriptions filled elsewhere. However, the rest of the store is very acceptable.

1686

prescription survey

In this first prescription purchase for May 11, the shoppers were instructed to role-play. The white shopper was to be well dressed and critical of the price, no matter how reasonable the price seemed. The black shopper was casually dressed, instructed to remain docile and passive, not questioning the price. After buying the first prescription, the shopper was instructed to price the second prescription, showing her doctor's prescription order.

The following record of the prescription survey is from our file. Deleted in this edition is the name of the store and the name of the shopper. The drug stores are designated "chain" if a part of one major chain. If it is the only store of a chain surveyed or really an independent, the store is designated "independent".

DRUG SURVEY - PRESCRIPTIONS
INNER CITY - MAY 11, 1968

PHARMACY	RACE	LIBRIUM Price	No.	ORTHO NOV. A Price
INDEPENDENT	W	$4.50	30	$2.65
CHAIN	W	$4.25	29	$2.50
	B	$3.75	30	$2.40
CHAIN	B	$4.07	30	$2.59
	W	$3.34	30	$2.59
INDEPENDENT	B	$4.25	30	$2.50
	W	$4.50	30	$2.50
INDEPENDENT	B	$3.95	30	$2.50
	B	$3.95	30	$2.50
	W	$3.95	30	$2.50
INDEPENDENT	B	$3.30	30	$2.25
	W	$3.30	(priced)	$2.25
INDEPENDENT	B	$3.59	30	$1.89
	W	$3.60	30	$1.89
INDEPENDENT	B	$5.50	30	$3.00
	W	$6.00	30	$3.00
INDEPENDENT	B	$3.11	30	$2.29
	W	$3.11	30	$2.25
INDEPENDENT	B	$2.50	30	$2.50
	W	$4.00	31	$2.75

DRUG SURVEY - PRESCRIPTIONS
MIDDLE OF CHANGING AREAS - MAY 11, 1968

PHARMACY	RACE	LIBRIUM Price	No.	ORTHO NOVUM Price
INDEPENDENT	B	$2.75	30	$2.30
	W	$2.75	30	$2.30
INDEPENDENT	B	$1.72	30	$1.01
	W	$1.72	30	$ .91
INDEPENDENT	B	$3.60	30	$2.25
	W	$3.60	30	$2.25
INDEPENDENT	B	$3.60	30	$2.25
	W	$3.60	30	$2.00
INDEPENDENT	B	$3.60	30	$2.25
	W	$3.60	30	$2.00

DRUG SURVEY - PRESCRIPTIONS
SUBURBAN - MAY 11, 1968

PHARMACY	RACE	LIBRIUM Price	No.	ORTHO NOVUM Price
INDEPENDENT	W	$3.50	30	$2.00
INDEPENDENT	W	$2.70	30	$1.49
INDEPENDENT	W	$3.25	30	$1.75
INDEPENDENT	W	$2.95	30	$1.79
INDEPENDENT	W	$3.60	30	$2.25
INDEPENDENT	W	$2.97	30	$1.49
INDEPENDENT	W	$3.00	30	$1.50
INDEPENDENT	W	$3.10	30	$1.49

1687

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DRUG SURVEY - PRESCRIPTIONS
INNER CITY - JUNE 24, 1968

PHARMACY	RACE	TETRACYCLINE Price	No.	DARVON COMPUND 65 Price
CHAIN	W	$1.50	12	$1.08
INDEPENDENT	W	$2.25	12	$1.80
	B	$2.25	12	$1.80
INDEPENDENT	B	NO LONGER HANDLING PRESCRIPTIONS		
	W			
INDEPENDENT	W	NO PRESCRIPTIONS UNTIL 8:00 P.M.		
	B			
INDEPENDENT	B	Not Purchased		Not Priced
	W	$2.50	12	$1.50
INDEPENDENT	W	$ .84	12	$ .88
	B	$ .84	12	$ .88
INDEPENDENT	W	$2.95	12	$1.95
	B	$3.95	12	$1.95
INDEPENDENT	W	NO PRESCRIPTION DEPARTMENT		
	B			
INDEPENDENT	B	$3.00	12	$3.00
	W	$3.00	12	$3.00
INDEPENDENT	W	$2.50	12	$1.95
	W	$2.25	12	$1.95
INDEPENDENT	W	$2.40	12	$1.80
	B	$2.40	12	$1.80
INDEPENDENT	W	$1.95	12	$1.80
	B	$1.95	12	$2.65
INDEPENDENT	W	$2.00	12	$1.75
	B	$2.00	12	$1.75
INDEPENDENT	W	$2.40	12	$1.80
INDEPENDENT	B	$2.65	12	
CHAIN	W	$1.50	12	$1.75
	B	$1.75	12	
CHAIN	B	$1.95	12	$1.95
	W	$1.95	12	$1.95
CHAIN	W	$1.80	12	$2.05
	B	$1.93	12	$1.89
CHAIN	B	$2.05	12	$1.95
CHAIN	W	$1.95	6	$1.90
	W	$1.95	12	.15 each
CHAIN	W	$2.09	12	$2.39
	B	$2.09	12	$1.95

In this second prescription survey of June 24th, the roll-playing was reversed. Tetracycline was pruchased and Darvon was priced. This time the black buyer was well dressed and was critical of the price, and the white buyer dressed casually and remained passive.

The Black buyer also was sent to a number of suburban pharmacies with curious results. In most of the suburban drug stores the critical Black buyer paid less for her prescription than the passive white buyer.

In the inner city, the patterns of discrimination against the Black buyer remained firm, regardless of her dress or complaint. In a few instances, the well dressed white buyer paid more in the inner city. Here is a sampling from our files of the second prescription purchase. Again, the store names are deleted, and the major chain is simply labeled "chain".

DRUG SURVEY - PRESCRIPTIONS
SUBURBAN - JUNE 24, 1968

PHARMACY	RACE	TETRACYCLINE Price	No.	DARVON COMPOUND 65 Price
INDEPENDENT	W	$1.83	13	$1.56
	B	$1.43	12	$1.42
INDEPENDENT	W	$1.40	12	$1.80
	B	$1.40	12	$1.80
INDEPENDENT	W	$1.78	12	$1.44
	B	$1.59	12	$1.30
INDEPENDENT	W	$1.59	12	$1.40
	B	$1.59	12	$1.30

While there was no specific study conducted on the availability of prescription drug stores relative to population, as was done with supermarkets, it is clear that such services are becoming increasingly rare in the very poor and low income Black areas of Detroit. Prescription services in some stores have been diminished or eliminated. The inner city prescription purchaser may find a choice of drug stores impossible. Competition is nearly non-existent. Drug stores that sell liquor continue to flourish, and boast a variety that is nonpareil with the best suburbs.

May 11, 1968
Thirty eight women purchased thirty eight prescriptions of Librium and priced thirty eight prescriptions of Ortho Novum.

June 24, 1968
Thirty nine women purchased thirty nine prescriptions of Tetracycline and priced thirty nine prescriptions of Darvon Compound.

IN EVERY CASE THE HIGHEST PRICE WAS FOUND IN THE INNER CITY.

A LOW PRICE WAS NEVER FOUND IN THE VERY POOR OR LOW INCOME BLACK AREAS.

PRESCRIPTION SURVEY

PRESCRIPTION PURCHASED	TOTAL PRICE VARIATION	PRICE VARIATION IN ONE CHAIN	PRICE VARIATION IN ONE STORE OF ONE CHAIN
Librium 10mg, 30 caps.	$1.72 - 6.00	$4.25 - 3.24	$4.07 - 3.75 $4.07 - 3.34
Tetracycline 0.025, 12 caps.	$ .84 - 3.95	$2.09 - 1.50	$1.50 - 1.75
PRESCRIPTION PRICED			
Ortho Novum 2mg., 20 pills	$1.01 - 3.00	$2.59 - 2.40	
Darvon Compound 0.065, 12 caps.	$ .88 - 3.00	$1.39 - 1.08	

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MEAT SURVEY

MEAT SURVEY

Since the charge that inner city meat is poor quality was substantiated by the general grocery survey, it was decided to undertake a special survey on meat. Hamburger, 70% lean and 30% fat - minimum standards under Michigan law, was chosen as the common meat sample.

Method: Shoppers would buy the hamburger, and refrigerate it during transfer to Sacred Heart Seminary where Dr. Peter Warner, chemist, would direct the laboratory testing. The meat package was identified by store, purchaser, time, and then code labeled so that only laboratory technicians knew the store from which the meat was purchased. Each meat sample was tested within thirty minutes of purchase moment, and tested at least two times, with the plug sample extracted from the center of the package. If the tester observed that the hamburger was packaged in layers, then four tests were made to determine whether the layers indicated wide variations in freshness.

Spoilage was chosen as one of the major indicative measures of meat testing. Dr. Warner used Dr. James Jay's widely accepted test for meat spoilage: Extract Release Volume Detection of Meat Spoilage. According to Dr. Jay's test, the more distilled water that passes through the blended meat, the fresher it is. Meat is "poor" or spoiled if the water drained through the extract is below 30 millileters, "borderline" from 30-33 millileters, and "good" is above 34 millileters.

RESULT OF THE MEAT SURVEY

The majority of outer city and suburban chain stores sell hamburger testing very fresh, 51 millileters and higher, whereas 85% of the center city chains test below 51 millileters.

Hamburger testing poorly accounted for 8% of the total sampling of the central city, only 4% was found in the outer city and suburbs.

EXTRACT RELEASE VOLUME DETECTION OF MEAT SPOILAGE

1. Fold the round filter paper according to the diagram and place into the funnel.

2. Take a portion of meat from the center of the sample.

3. Set the sliding weights on your balance to O for the "hundreds" bar, 20 for the "tens," and to 5 on the "ones" bar. The meat is added in small quantities until the pointer swings freely. You now have approximately the 25 gram sample required for the test.

4. Distilled water is added to the glass cylinder until the 100 ml. mark is reached. The water is added to the blending cup, and the cylinder placed below the funnel spout.

5. The meat is added and blended for exactly two minutes and then the mixture is added to the filter paper in the funnel.

6. The mixture is allowed to drain for fifteen minutes. At this time, the cylinder is removed and the released volume of the extract is read.
   good above 34 ml.
   borderline 30-33 ml.
   poor below 30 ml.

Fr. Cunningham
Mrs. Josaitis, at this time I would like to know generally what the attitudes of the women were in testing the meat. Did they all think of themselves as private detectives, or as one article in GROCERS' SPOTLIGHT put it, that this was a witch hunt. Do you find the attitude was one of a witch hunt. That they were out to catch stores?

Mrs. Josaitis
No, not at all. I did not feel at any time during this meat testing that the women were anything but happy when we would come up with a good sample of meat and sad when we came up with a poor sample. When we would find a store that stocked bad meat we were sad about it. Also when the women brought their meat in it was taken from them, stamped with a number, put in a refrigerator and then another woman was given that meat to test so that the purchaser did not necessarily test the meat. If the meat was bad we didn't want the women to know what store it was from. The only people that knew which stores tested poorly were Jerry Reisman and myself.

Fr. Cunningham
So there was clearly an effort to guard the stores, even those that tested poorly- to protect their reputation from these women. The attitudes of the women generally was to perform a service, a service to the community rather than to catch a particular store.

Mrs. Josaitis
The meat survey was conducted six days in a row. We did the first one on May 27th, the second one was the 28th, the third June 4th and the final one was June 6th. Now some of the stores were tested three, four and five times.

Fr. Cunningham
This insured that each store got a very fair test in cases where they may have carried meat over from Saturday to Monday and didn't have a shipment of fresh meat that the Monday test then would not really be the sole test by which they were graded.

Mrs. Josaitis
That's right.

Fr. Cunningham
Do you have any indication that some stores just sold bad meat as a policy.

Mrs. Josaitis
One store had bad meat four times.

Fr. Cunningham
Would it occur to you that in such a store the women would have noticed this and reported the store to authorities?

Mrs. Josaitis
It might have been turned in but one of the problems that the city has is that they do not have the help to conduct - or to run tests on the meat.

Fr. Cunningham
How do you know that the city does not have sufficient professional help and facilities for testing meat? How did you come to that conclusion.

Mrs. Josaitis
We approached the city and asked them for help on this and they told us that at that time they did not have the personnel and the second thing they told us that the test required a blender and that the city only owned one blender.

Fr. Cunningham
The City of Detroit which is so interested in the quality of meats that pass over the tables of our people has only one blender for the testing of meat? This is one of the reasons given for their inability to sufficiently test meat for spoilage in this city. How interesting.

MEAT TESTING

MAY 27TH	(MONDAY) 11 WOMEN -- 11 SAMPLES	JUNE 4TH	(TUESDAY) 12 WOMEN -- 12 SAMPLES
MAY 28TH	(TUESDAY) 17 WOMEN -- 17 SAMPLES	JUNE 6TH	(THURSDAY) 9 WOMEN -- 9 SAMPLES
JUNE 3RD	(MONDAY) 11 WOMEN -- 11 SAMPLES	JUNE 7TH	(FRIDAY) 14 WOMEN -- 14 SAMPLES

TOTAL MEAT TESTING 74

MEAT SPOILAGE TEST

		Excellent 51 + ml.	Good 34 - 50 ml.	Borderline 30 - 38 ml.	Poor 29 - 0 ml.
CENTRAL CITY					
20 Chains 29 Independents	Chains	15%	80%	5%	0%
	Independent	17%	66%	3%	14%
	Total	16%	72%	4%	8%
OUTER CITY					
5 Chains 1 Independent	Chains	60%	20%	20%	0%
	Independent	0%	100%	0%	0%
	Total	50%	33%	17%	0%
SUBURBS					
13 Chains 6 Independents	Chains	46%	54%	0%	0%
	Independent	0%	83%	0%	17%
	Total	32%	63%	0%	5%

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Fr. Cunningham
Mrs. Josaitis, you're the expert on meat and testing, you mentioned something about your trip through the chain stores and the tour led by the executive. You waived a signal about meat: will you tell us something about your excursions into the refrigerators and some of the things you found there? Perhaps some of the things in the stock rooms of these stores?

Mrs. Josaitis
In one particular store they had a large bin in the back and we found opened packages of hamburger dropped into this bin, also veal patties and just an assortment of meat thrown in along with fresh meat. Now we could come to our own conclusion. Was fresh meat going to be ground through with this?

Fr. Cunningham
The meat was all dumped together.?

Mrs. Josaitis
Yes in a large bin.

Fr. Cunningham
Did you ask the executive about this who was leading your tour?

Mrs. Josaitis
Yes, and unfortunately he was unable to give us any answers.

Fr. Cunningham
Did he say anything at all?

Mrs. Josaitis
He said he really didn't know what this was doing here and the meat man could get in trouble if he was going to blend it up together. But he did say that on occasion a meat man may do this.

Fr. Cunningham
So your tour guide was honest enough to admit that.

Mrs. Josaitis
Yes.

Fr. Cunningham
This is directly contrary to the policy. Apparently the meat was being left out there. Did they know you were coming to the store?

Mrs. Josaitis
Yes they did know we were coming. He had permission to take us through the stores and we had three runs.

Fr. Cunningham
This would be rather patent admission of violation of store policy, if they left that there and didn't count on your intelligent observance or they had been doing this rather frequently and thereby overlooked it.

Mrs. Josaitis
This would be the conclusion I would come to. I questioned it but he was not able to give me an answer.

Fr. Cunningham
Do you have any other criticism that you voiced at that time to this executive, in the way produce was handled or the way it was priced.

Mrs. Josaitis
I did notice the stock space was unbelievably small and the aisle wa jammed with cartons and crates.

Fr. Cunningham
Did you make any observation about the way things were stocked?

Mrs. Josaitis
Yes, and his answer was, "We just don't have the room. We use all the available room possible. Those are just the conditions." I know that if I had to work in that particular store and had to take my coffee break in that dinky space in the back where there was only one chair and not enough space to sit down I would be very depressed.

Fr. Cunningham
The working conditions were very depressing. Would it affect the personnel in the store?

Mrs. Josaitis
Yes this is my feeling on it.

Fr. Cunningham
Okay, thank you.

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A last word must be said for the generosity and dedication of the 403 men and women who shopped the survey, and the nearly 1000 volunteers who accomplished the many menial and professional jobs that brought the study to completion.

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LIST OF CHAIN & INDEPENDENT GROCERY STORES SURVEYED BY SUBCOMMUNITIES IN DETROIT.

CHAIN STORES

A & P
Vernor Highway
Detroit

A & P
3750 Grand River
Detroit

A & P
West Grand Blvd/Linwood
Detroit

A & P
1859 Cass
Detroit

A & P
1520 Grand River
Detroit

A & P
4711 Grand River at Fourteenth
Detroit

Kroger
1420 Grand River
Detroit

Kroger
4814 Second
Detroit

Great Scott
Harper & Barnett
Detroit

Packers
West Grand Blvd./Twelfth
Detroit

Packers
Grand River/Trumbull
Detroit

Packers
3429 Grand River
Detroit

Packers
Trumbull/Myrtle
Detroit

INDEPENDENT STORES

Big Top
Vinewood/W. Warren
Detroit

Barns & Sons Products
3863 Warren
Detroit

Circus Good
Myrtle & Roosevelt
Detroit

Dock Market
Moore Place/Roosevelt
Detroit

Gold Bell Market
Warren/Vinewood
Detroit

Lindy's
1927 Fourteenth Avenue
Detroit

CHAIN STORES

A & P
6121 Fort Street
Detroit

A & P
5868 W. Vernor
Detroit

Bi-lo's
5685 W. Fort
Detroit

Farmer Jack's
Vernor/W. Grand
Detroit

Farmer Jack's
Central & Rio
Detroit

Great Scott
7022 W. Fort
Detroit

Packer's
West Fort at Cavalry
Detroit

INDEPENDENT STORES

Lindy's Super Market
2343 S. Schaefer
Detroit

CHAIN STORES

A & P
5800 Michigan
Detroit

A & P
6461 W. Warren/Livernois
Detroit

Kroger
5931 Michigan
Detroit

INDEPENDENT STORES

Bob's Meat Market
West Warren/Westhaven
Detroit

CHAIN STORES

A & P
4010 Porter
Detroit

A & P
Porter & Quincy
Detroit

A & P
3430 Joy Road
Detroit

Bi-Lo
Cadieux and Linwood
Detroit

Farmer Jack's
Livernois/Lyndon
Detroit

Kroger
6057 Second
Detroit

Wrigley's
Dexter-Joy
Detroit

INDEPENDENT STORES

Asher's
8535 Grand River
Detroit

Black Stone Co-op
Linwood/Hogarth
Detroit

Famous Foods
2550 Porter
Detroit

Food Giant
2635 W. Davison
Detroit

King Cole
2461 Porter/Baylis
Detroit

King Cole
40 Clairmount
Detroit

Lindy's
2251 W. Davison
Detroit

P & S Market
6927 Twelfth Street
Detroit

Rite Way Super Market
6500 12th/Philadelphia
Detroit

Sav Land
12th/Seward
Detroit

Spot-Light Market
555 Tireman
Detroit

Vic's Super Market
Tireman/Beechwood
Detroit

CHAIN STORES

A & P
6355 Plymouth/Grand River
Detroit

A & P
8749 Joy Rd.
Detroit

Bi-Lo's
10431 Grand River
Detroit

Farmer Jack's
Schaefer at Tireman
Detroit

Wrigley's
4321 Oakman
Detroit

A & P
14120 Wyoming
Detroit

A & P
16910 Schaefer
Detroit

A & P
15200 Grand River
Detroit

Farmer Jack's
Schaefer & Lyndon
Detroit

Kroger 14200 Grand River
Detroit

Wrigley's
14040 Greenfield
Detroit

Wrigley's
14870 Schaefer
Detroit

INDEPENDENT STORES

Danny's
7434 Porter
Detroit

CHAIN STORES

A & P
15225 W. Seven Mile
Detroit

Farmer Jack's
13877 E. Eight Mile
Detroit

Kroger
10610 W. McNichols
Detroit

Kroger's
20501 Livernois
Detroit

Packer's
4081 W. Eight Mile
Detroit

Wrigley's
19150 Wyoming
Detroit

INDEPENDENT STORES

Chippewa Market
20056 Livernois
Detroit

CHAIN STORES

A & P
16231 Plymouth
Detroit

K-Mart
16211 Plymouth Rd.
Detroit

Kroger's
16941 Plymouth
Detroit

Packer's
20237 Plymouth
Detroit

INDEPENDENT STORES

D & C Super Market
19535 Joy Road
Detroit

CHAIN STORES

Great Scott
Fenkell & Grand River
Detroit

Great Scott
18445 Grand River
Detroit

Kroger
18531 Grand River
Detroit

INDEPENDENT STORES

Boyce Market
14238 Evergreen
Detroit

D & C Market
20320 Schoolcraft
Detroit

G. E. John's Village Shoppe
19824 Grand River
Detroit

Stan's
Schoolcraft & Rutland
Detroit

CHAIN STORES

A & P
Eight Mile & Lahser
Detroit

A & P
17350 Greydale
Detroit

A & P
3681 Gratiot
Detroit

Chatham
23170 Grand River
Detroit

Farmer Jack's
20200 W. Seven Mile Rd.
Detroit

Kroger's
20250 W. Seven Mile
Detroit

INDEPENDENT STORES

Corner Grocery
21258 Clarita
Detroit

CHAIN STORES

A & P
3681 Gratiot
Detroit

A & P
1351 Gratiot
Detroit

1698

CHAIN STORES

Farmer Jack's
Bellvue & Gratiot
Detroit

Farmer Jack's
6561 Bellvue
Detroit

Kroger's
2259 E. Palmer
Detroit

Wrigley's
Broadway (downtown)
Detroit

INDEPENDENT STORES

Joseph's Market
5047 Beaubien
Detroit

Sunshine Market
3435 Brush
Detroit

CHAIN STORES

A & P
1577 E. Grand Blvd.
Detroit

A & P
John R. & Holbrook
Detroit

Farmer Jack's
E. Grand Blvd./Mt. Elliott
Detroit

INDEPENDENT STORES

Lucky Strike Markets
8410 Woodward & E. Euclid
Detroit

CHAIN STORES

A & P
4929 E. McNichols
Detroit

A & P
Seven Mile & Conant
Detroit

CHAIN STORES

A & P
30 E. Eight Mile
Detroit

A & P
Seven Mile & Conant
Detroit

Bi-Lo's
1930 E. Eight Mile
Detroit

Farmer Jack's
Six Mile & Dequindre
Detroit

Farmer Jack's
201 E. McNichols
Detroit

Great Scott
2020 E. Eight Mile
Detroit

Great Scott
8 Mile & Dequindre
Detroit

INDEPENDENT STORES

Arnolds Meat Market
2839 E. Seven Mile
Detroit

Conant & Garden Market
18563 Ryan Road
Detroit

Davis
Conley & Nevada
Detroit

Farmer Food Market
2510 Nevada E.
Detroit

CHAIN STORES

A & P
10006 W. Eight Mile
Detroit

Chatham
Eight Mile & Gratiot
Detroit

Farmer Jack's
Seven Mile 12701 E.
Detroit

CHAIN STORES

Great Scott
12021 Harper
Detroit

Great Scott
14033 Maddelein
Detroit

Kroger
8720 E. Seven Mile
Detroit

Wrigley's
13699 Harper
Detroit

A & P
Houston-Whittier/Queen
Detroit

Chatham
11426 Kelly Rd.
Detroit

Kroger
Whittier & Kelly
Detroit

Kroger's
18870 Mack Ave.
Detroit

Packers
12421 Hays
Detroit

Wrigley's
17170 Harper
Detroit

A & P
7802 Mack
Detroit

A & P
10520 Mack
Detroit

A & P
14835 E. Jefferson
Detroit

Farmer Jack's
Kercheval and Alter
Detroit

Packer's
Gratiot & E. Grand Blvd.
Detroit

INDEPENDENT STORES

K & G Market
Kercheval
Detroit

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LIST OF CHAIN & INDEPENDENT GROCERY STORES SURVEYED BY THE SUBURBS.

CHAIN STORES

ALLEN PARK

A & P
23150 W. Outer Dr.
Allen Park

A & P
15819 Southfield
Allen Park

Farmer Jack's
14540 Southfield
Allen Park

Packer's
15611 Southfield
Allen Park

Wrigley's
1555 S. Fort
Allen Park

INDEPENDENT STORES

ALLEN PARK

Danny's Deli
18641 Ecorse at Kelly
Allen Park

CHAIN STORES

BERKLEY

A & P
2624 Eleven Mile
Berkley

CHAIN STORES

BIRMINGHAM

A & P
555 S. Adams
Birmingham

Kroger's
3675 W. Maple
Birmingham

Kroger's
725 E. Maple Rd.
Birmingham

Wrigley's
855 Hunter Blvd.
Birmingham

Wrigley's
Telegraph & Maple
Birmingham

INDEPENDENT STORES

BIRMINGHAM

Fisher's Market
1248 S. Woodward
Birmingham

Peabody's Market
154 S. Hunter Blvd.
Birmingham

Quarton Market
1744 W. Maple
Birmingham

Virginia Market
608 S. Woodward
Birmingham

CHAIN STORES

BLOOMFIELD HILLS

A & P
3600 W. Maple
Bloomfield Hills

A & P
2522 Woodward
Bloomfield Hills

CHAIN STORES

CLAWSON

A & P
1241 W. Fourteen Mile
Clawson

Kroger's
1129 W. Fourteen Mile
Clawson

Packer's
Thirteen Mile/Stephenson
Clawson

CHAIN STORES

DEARBORN

A & P
20125 Ann Arbor Tr.
Dearborn

A & P
13250 Ford Rd.
Dearborn

A & P
22511 Michigan
Dearborn

Chatham
25200 Ventura/Beech
Dearborn

Farmer Jack's
22660 W. Outer Drive
Dearborn

Farmer Jack's
14001 Telegraph
Dearborn

Kroger's
10355 W. Warren
Dearborn

Kroger's
15325 Michigan Ave.
Dearborn

Kroger's
23001 Michigan
Dearborn

Wrigley's
22541 Michigan/Military
Dearborn

INDEPENDENT STORES

DEARBORN

Blue Bird Market
1952 Monroe/Military
Dearborn

Bruno's Food Market
3807 Monroe
Dearborn

Chuck & Ann's
6203 Chase/Hemlock
Dearborn

Dearborn Public Market
23065 Michigan
Dearborn

Matt's Market
3633 Telegraph
Dearborn

Myjak's
6300 Chase & Hemlock
Dearborn

Pantry Supermarket
3031 Telegraph/Princeton
Dearborn

CHAIN STORES

DEARBORN HEIGHTS

A & P
27335 W. Warren
Dearborn Heights

A & P
25625 Joy
Dearborn Heights

A & P
8645 N. Telegraph
Dearborn Heights

Chatham
25200 VanBorn
Dearborn Heights

Great Scott
4007 Pelham
Dearborn Heights

Packer's
23200 VanBorn
Dearborn Heights

A & P
Michigan/John Daly
Dearborn Heights

CHAIN STORES

DRAYTON PLAINS

A & P
Dixie Highway and Drayton
Drayton Plains

CHAIN STORES

EAST DETROIT

Farmer Jack's
13877 E. Eight Mile
East Detroit

Lawson's
15100 Ten Mile/Valley
East Detroit

CHAIN STORES

FARMINGTON

A & P
29335 Orchard Lake
Farmington

A & P
Thirteen Mile/Middlebelt
Farmington

A & P
23300 Farmington Rd.
Farmington

Farmer Jack's
33330 Twelve Mile
Farmington

Great Scott
24065 Orchard Lake
Farmington

Great Scott
32930 Middlebelt
Farmington

Kroger's
31530 Grand River
Farmington

Kroger's
25451 Grand River
Farmington

Wrigley's
27500 Grand River
Farmington

INDEPENDENT STORES

FARMINGTON

Hunt's Market
W. Grand River
Farmington

CHAIN STORES

FERNDALE

A & P
481 W. Nine Mile
Ferndale

Farmer Jack's
430 W. Nine Mile
Ferndale

CHAIN STORES

GARDEN CITY

A & P
30501 Joy Rd.
Garden City

Farmer Jack's
0264 Merriman Rd.
Garden City

Farmer Jack's
25855 Ford Rd.
Garden City

Kroger's
10355 W. Warren
Garden City

CHAIN STORES

GROSSE POINTE WOODS

Farmer Jack's
20382 Mack
Grosse Pointe

Kroger's
16919 Kercheval
Grosse Pointe Woods

Kroger's
18870 Mack
Grosse Pointe Woods

Wrigley's
19231 Mack
Grosse Pointe Woods

INDEPENDENT STORES

GROSSE POINTE WOODS

Barlyn Market
21090 Mack
Grosse Pointe Woods

CHAIN STORES

HAMTRAMCK

Bi-Lo
2660 Holbrook
Hamtramck

Great Scott
12402 Conant/Garvin
Hamtramck

INDEPENDENT STORES

HAMTRAMCK

Pure Food
9325 Jos. Campau
Hamtramck

Pure Food
8901 Jos. Campau
Hamtramck

Neighborhood Store
Edwin/Lumpkin
Hamtramck

CHAIN STORES

HARPER WOODS

Chatham
24900 Kelly/Woodland
Harper Woods

Farmer Jack's
19230 Harper
Harper Woods

INDEPENDENT STORES

HARPER WOODS

Food Basket
20915 Mack
Harper Woods

CHAIN STORES

HIGHLAND PARK

A & P
Sears Avenue
Highland Park

Wrigleys
12647 Hamilton
Highland Park

HUNTINGTON WOODS

Farmer Jack's
26020 Coolidge
Huntington Woods

INKSTER

Bi-Lo
Michigan & Middlebelt
Inkster

Kroger's
27301 Cherry Hill
Inkster

Packer's
30221 Cherryhill
Inkster

LINCOLN PARK

A & P
3901 Fort
Lincoln Park

Kroger's
2025 Fort St.
Lincoln Park

Wrigley's
1555 Fort
Lincoln Park

Wrigley's
3760 Fort
Lincoln Park

CHAIN STORES

LIVONIA

A & P
31501 Joy Rd.
Livonia

A & P
38000 AnnArbor Rd.
Livonia

A & P
33503 Five Mile
Livonia

Bi-Lo
Plymouth/Farmington
Livonia

Chatham
31300 Five Mile/Merriman
Livonia

Farmer Jack's
27451 Schoolcraft
Livonia

Farmer Jack's
29505 Plymouth Rd.
Livonia

Farmer Jack's
36622 W. Five Mile
Livonia

Farmer Jack's
29580 W. Seven Mile
Livonia

Great Scott
29475 W. Seven Mile
Livonia

Great Scott
29250 Plymouth Rd.
Livonia

Wrigley's
17200 Farmington Rd.
Livonia

Wrigley's
29504 W. Seven Mile
Livonia

185

1700

INDEPENDENT STORES

LIVONIA

Elias Brothers
Plymouth/Merriman
Livonia

CHAIN STORES

MADISON HEIGHTS

A & P
29151 Dequindre
Madison Heights

Chatham
Stephenson Highway
Madison Heights

Farmer Jack's
27117 John R
Madison Heights

Great Scott
29271 John R
Madison Heights

Kroger's
29040 Campbell Rd.
Madison Heights

MT. CLEMENS

Royal Chatham
15 Mile & Gratiot
Mt. Clemens

Kroger's
35205 Gratiot
Mt. Clemens

NORTHVILLE

A & P
215 E. Main St.
Northville

INDEPENDENT STORE

*NOVI

Novi Party Store
43025 Grand River
Novi

CHAIN STORE

OAK PARK

A & P
21310 Greenfield
Oak Park

A & P
22510 Coolidge
Oak Park

Farmer Jack's
21160 Greenfield
Oak Park

Great Scott
14350 Nine Mile
Oak Park

Kroger's
26100 Greenfield
Oak Park, Michigan

PLYMOUTH

A & P
1012 Ann Arbor Tr. W.
Plymouth

K-Mart
35000 W. Warren
Plymouth

Kroger's
Main St.
Plymouth

INDEPENDENT STORES

PLYMOUTH

Bill's Market
584 Starkweather
Plymouth

CHAIN STORES

PONTIAC

Farmer Jack's
2105 S. Telegraph
Pontiac

Kroger's
2431 S. Telegraph
Pontiac

INDEPENDENT STORES

PONTIAC

Peoples Market
888 Orchard Lake Rd.
Pontiac

CHAIN STORES

REDFORD

Chatham's
Six Mile/Wakenden
Redford

Chatham's
Telegraph/W. Chicago,
Redford Twp.

Farmer Jack's
14000 Telegraph
Redford Heights

Great Scott
24425 Plymouth Rd.
Redford Heights

ROSEVILLE

A & P
28450 Gratiot
Roseville

Bi-Lo
Eastgate Blvd.
Roseville

Chatham
28804 Gratiot
Roseville

Great Scott
25950 Gratiot
Roseville

Great Scott
21211 Harper
Roseville

Kroger's
18870 Mack
Roseville

CHAIN STORES

ROSEVILLE

Packer's
Eastgate Blvd.
Roseville

Wrigley's
26200 Eastgate Blvd.
Roseville

Wrigley's
21200 Eastgate
Roseville

INDEPENDENT STORES

ROSEVILLE

Sy's Market
F.aza/Clancy
Roseville

CHAIN STORES

ROYAL OAK

A & P
126 N. Main
Royal Oak

Farmer Jack's
3616 N. Woodward
Royal Oak

Farmer Jack's
217 E. Eleven Mile
Royal Oak

Great Scott
2560 Crooks Rd.
Royal Oak

INDEPENDENT STORES

ROYAL OAK

Tony's Market
906 N. Woodward
Royal Oak

CHAIN STORES

ROYAL OAK TOWNSHIP

A & P
10006 W. Eight Mile
Royal Oak Twp.

CHAIN STORES

ST. CLAIR SHORES

A & P
24001 Harper
St. Clair Shores

A & P
28525 Harper
St. Clair Shores

A & P
32201 Harper
St. Clair Shores

Great Scott
21211 Harper
St. Clair Shores

Great Scott
31123 Harper
St. Clair Shores

Kroger's
27700 Harper
St. Clair Shores

SOUTHFIELD

A & P
17650 W. Twelve Mile
Southfield

A & P
17650 W. Twelve Mile
Southfield

Kroger's
20980 Lahser
Southfield

K-Mart
28000 Telegraph
Southfield

Kroger's
D-12 Northland Center
Southfield

Farmer Jack's
30600 Southfield
Southfield

Farmer Jack's
14256 Ten Mile
Southfield

CHAIN STORES

SOUTHFIELD

Great Scott
29201 Greenfield
Southfield

SOUTHGATE

Kroger's
14805 Dix-Toledo
Southgate

TAYLOR

A & P
23135 Ecorse
Taylor

A & P
8250 Telegraph
Taylor

Farmer Jack's
22700 Goddard
Taylor

Farmer Jack's
8370 Pelham
Taylor

K-Mart
21111 VanBorn
Taylor

Kroger's
22509 Ecorse Rd.
Taylor

INDEPENDENT STORE

TAYLOR

Joe & Ed's Party Store
9045 Telegraph
Taylor

Scotty's Party Store
8744 Pelham Rd.
Taylor

Shopwell Market
20240 Ecorse
Taylor

TROY

CHAIN STORE

Farmer Jack's
100 E. Maple
Troy

CHAIN STORES

UTICA

A & P
45550 VanDyke
Utica

A & P
37150 VanDyke
Utica

Farmer Jack's
8855 Clinton River Rd.
Utica

Kroger's
43680 VanDyke
Utica

INDEPENDENT STORES

UTICA

B's & T's Foods
23 Mile & Mound
Utica

Country Meats
VanDyke & Hahn
Utica

CHAIN STORES

WARREN

A & P
4010 Nine Mile
Warren

A & P
11585 Twelve Mile
Warren

Chatham
30800 Hoover
Warren

Chatham
4235 E. Twelve Mile
Warren

Farmer Jack's
28003 Twelve Mile
Warren

CHAIN STORES

WARREN

Farmer Jack's
4242 E. Ten Mile
Warren

Farmer Jack's
13877 E. Eight Mile
Warren

Farmer Jack's
4545 E. Eight Mile
Warren

Kroger's
13790 E. Twelve Mile
Warren,

Kroger's
29040 Campbell Rd.
Warren

Kroger's
26700 Ryan Rd.
Warren

Great Scott
27850 VanDyke
Warren

Great Scott
Thirteen Mile
Warren

Great Scott
14350 Nine Mile
Warren

Wrigley's
3040 E. Thirteen Mile
Warren

Packer's
30830 Schoenherr
Warren

INDEPENDENT STORES

WARREN

Quick-Pic
32855 Fourteen Mile
Warren

CHAIN STORES

WAYNE

A & P
1942 S. Venoy
Wayne

A & P
35240 Michigan
Wayne

A & P
35248 Michigan
Wayne

Chatham
35731 Michigan
Wayne

Farmer Jack's
34630 Michigan
Wayne

WESTLAND

A & P
34520 Ford Rd.
Westland

K-Mart
Wayne Rd./Cherryhill
Westland

Kroger's
Westland Center
Westland

Great Scott
Wayne Rd./Cherryhill
Westland

Lawson's
30903 Merriman/Ann Arbor Tr.
Westland

WYANDOTTE

A & P
131 Elm
Wyandotte

Kroger's
165 Maple
Wyandotte

58-854 O—71—pt. 6——13

LIST OF DRUGS STORES SURVEYED IN DETROIT

DRUG STORES - CITY

Cunningham's

W. Fort and Campbell

Bankowski Pharmacy
5623 Michigan
Detroit
Nelson's Prescription Lab.
3870 W. Warren Ave.
Detroit

Cunningham's
Houston & Hays
Detroit

H. J. Bangs Prescriptions
14612 E. Seven Mile
Detroit

Cunningham's
7 Mile & Conant
Detroit

Liles Pharmacy
2301 Puritan
Detroit

State Prescriptions
10680 Grand River
Detroit

Eaton Pharmacy
14812 Livernois
Detroit

Kaner Drugs
8560 Grand River
Detroit

Cunningham's
12 and Blvd.
Detroit

Lewis Drug Co.
11505 Hamilton
Detroit

Milto Rexall
4647 Mt. Elliott
Detroit

Cunningham's
Grand River at Fenkell
Detroit

K-Mart Drugs
18211 Plymouth
Detroit

Chippewa Drug
20078 Livernois
Detroit

Wrigley Drugs
10010 W. Seven Mile
Detroit

Delta Drugs
Seven Mile & Meyers
Detroit

Curtis Drugs
Curtis at Wyoming
Detroit

Cunningham's
Seven Mile & Livernois
Detroit

Cunningham's
W. Vernor & Springwells
Detroit

Southwestern Drugs
7073 W. Fort
Detroit

Dor Discount
Chalmers & Mack
Detroit

Grands Package Drug
Helen at Lafayette
Detroit

Kaplan Drugs
12700 E. Jefferson
Detroit

Tower Drugs
12700 Grand River
Detroit

Crowley Milner
Farmer & Gratiot
Detroit

Keystone Drugs
5153 E. Seven Mile
Detroit

Keystone Drugs
5153 E. Seven Mile
Detroit

AAA Discount Drugs
15226 Grand River
Detroit

Cunningham's
Greenfield and Fenkell
Detroit

Ringler
18548 Schoolcraft & Greenville
Detroit

Merill Drug Store
Greenfield & Puritan
Detroit

Kents Drugs
18451 Grand River at Fenkell
Detroit

Lindsay Drug Co.
17256 W. Seven Mile
Detroit

Seven Mile Pharmacy
4703 E. Seven Mile
Detroit

VanDyke Medical Pharmacy
19436 VanDyke
Detroit

Whitelaw Drugs
18509 Conant
Detroit

Great Lakes Pharmacy
14938 Harper
Detroit

LIST OF DRUGS STORES SURVEYED BY SUBURBS

ALLEN PARK

Gerrard Drugs
8467 Park
Allen Park

Allen Park Drugs
5528 Allen Road
Allen Park

Revco
15863 Southfield
Allen Park

Andy's Pharmacy
9803 Reeck Road
Allen Park

BERKLEY

Nellie Davis
12 Mile and Coolidge
Berkley

Baker's Drugs
2600 W. Twelve Mile
Berkley

BIRMINGHAM

Wabeek Pharmacy
298 W. Maple Rd.
Birmingham

Birmingham Drugs
1220 S. Woodward
Birmingham

Dandy Drugs
31215 Southfield
Birmingham

Eaton Pharmacy
221 N. Eaton
Birmingham

Mill's Pharmacy
1760 W. Maple
Birmingham

Beverly Hills Drugs
1998 Southfield
Birmingham

Wesley's Drug
100 W. Fourteen
Birmingham

Bi-Lo Discount
6565 N. Telegraph
Birmingham

Sherman Drugs
3669 W. Maple
Birmingham

Revco
193 W. Maple
Birmingham

Lowen Drug
75 W. Maple
Birmingham

BLOOMFIELD HILLS

Arnold's Pharmacy
2548 N. Woodward
Bloomfield Hills

Ed Downing Pharmacy
2110 Walnut Lake Rd.
Bloomfield or W. Bloomfield T

CLAWSON

Sanford Drugs
14 Mile & Crooks
Clawson

Clawi Pharmacy
2 S. Main
Clawson

DEARBORN HEIGHTS

Tri-Daly Drugs
Beech-Daly at Ford Rd.
Dearborn Hts.

Tri-Daly Drugs
Beech-Daly at Ford Rd.
Dearborn Hts.

Joy-Tel Drug
23913 Joyiat Telegraph
Dearborn Heights

EAST DETROIT

Tuscary Drugs
E. Nine Mile
E. Detroit

Thrifty Discount Center Pharmacy
19100 E. Ten Mile
E. Detroit

Cassidy Drugs
14931 E. Ten Mile
E. Detroit

Hennessy's Pharmacy
20803 Brock
E. Detroit

Dale Drug
16344 E. Nine Mile
E. Detroit

ECORSE

Loveland Pharmacy
4030 Jefferson A.
Ecorse

DEARBORN

Henry's Drug
25551 VanBorn
Dearborn

Cunningham's Drugs
23115 Michigan
Dearborn

Oxford Pharmacy
2601 S. Telegraph
Dearborn

Greco
1150 N. Telegraph
Dearborn

Truesell
5717 Schaefer Rd.
Dearborn

Jack's Drugs
25011 Ford Road
Dearborn

Dearborn Pharmacy
22691 Michigan
Dearborn

Sutton's Pharmacy
18518 W. Outer Dr.
Dearborn

Arrow Drugs
10839 W. Warren
Dearborn

Barbas Drugs
5660 Schaefer
Dearborn

Begley Pharmacy
24951 W. Warren
Dearborn

Imperial City
8505 W. Warren
Dearborn

Sullivan Drugs
14301 Ford Rd.
Dearborn

Jack's Drugs
25011 Ford Rd.
Dearborn

D & C Drugs
26433 Plymouth
Dearborn

FARMINGTON

Samar's
27488 Grand River
Farmington

Smith Rexall Drugs
27702 W. Eight Mile
Farmington

Cunningham's
13614 Grand River
Farmington

Barbas Drugs
23306 Farmington Rd.
Farmington

FERNDALE

Bryce Pharmacy
22830 Woodward
Ferndale

F & M Pharmacy
221 W. Nine Mile
Ferndale

GROSSE PT. FARMS

Farms Drugs
1 Kercheval
Grosse Pt. Farms

Rand Drugs
18404 Mack
Grosse Pt. Farms

GARDEN CITY

Burke's Rexall
31406 Ford Rd.
Garden City

Venoy Drugs
32580 Cherry Hill
Garden City

Garden City Pharmacy
28856 Ford Rd.
Garden City

HARPER WOODS

Kaycee
Harper - Bournemouth
Harper Woods,

Cunningham's
Eastland Center
Harper Woods

Park Crest Pharmacy
19958 Harper
Harper Woods

HUNTINGTON WOODS

McMillan Drugs
26826 Coolidge
Huntington Woods

HAZEL PARK

Federal's Drug Dept.
8 Mile at Dequindre
Hazel Park

INKSTER

Inkster Pharmacy
27444 Michigan
Inkster

Lucas
27309 Michigan
Inkster

Cunningham's
Cherry Hill Plaza
Inkster

LINCOLN PARK

Grove Drugs
3897 S. Fort
Lincoln Park

Sav-Way Drug
Fort St. and Southfield
Lincoln Park

MADISON HEIGHTS

Karps
27137 John R.
Madison Heights

Ell's Pharmacy
25041 John R
Madison Heights

Wyan Drug
30785 Stephenson
Madison Heights

Gene Kay Pharmacy
29075 Dequindre
Madison Heights

MT. CLEMENS

Arnold's Discount
S. Gratiot near Metro Beach
Mt. Clemens

ST. CLAIR SHORES

Al's Drug Store
24840 Harper
St. Clair Shores

VIP Discount Drug
24245 Harper
St. Clair Shores

REDFORD HTS.

Cunningham's
Schoolcraft & Telegraph
Redford Hts.

WESTLAND

Sentry Drugs
8240 Merriman
Westland

Arnold's Drugs
Wayne Rd. At Cherryhill
Westland

PLYMOUTH

Beyer Rexall Drugs
480 N. Main
Plymouth

Peterson Drug
840 W. AnnArbor Tr.
Plymouth

NORTHVILLE

Gunsell Drug Store
102 E. Main
Northville

OAK PARK

Hammerstein's Drug
Nine Mile & Coolidge
Oak Park

Marty's Pharmacy
10800 W. Nine Mile
Oak Park

Bennett Pharmacy
1801 S. Main
Pleasant Ridge

Ferndale Pharmacy
22752 Woodward
Ferndale

Barry Drug Co.
4274 W. Woodward
Royal Oak

Nunber's Pharmacy
321 Main
Rochester

TAYLOR

Dandy Drug
8232 S. Telegraph
Taylor

Federal's
22625 Ecorse
Taylor

Allard Drugs
20212 Ecorse
Taylor

Sentry Drugs
22385 Ecorse Rd.
Taylor

Heavey's Drug Store
22352 Goddard
Taylor

TROY

Perry Pharmacy
2870 Maple Rd.
Troy

SOUTH GATE

Northline Drug
13894 Northline
Southgate

WARREN

Cassidy Drug
14931 E. Ten Mile
Warren

Day Rexall Drugs
Eleven Mile & Hoover
Warren

Arnold's
11569 E. Twelve Mile
Warren

Revco
13859 E. Eight Mile
Warren

Model Drug
4547 E. Eight Mile
Warren

Berlin Pharmacy
4859 E. Nine Mile
Warren

Adams Drugs
31830 Mound
Warren
Cunningham's
29179 Van Dyke
Warren

Day Drug
11650 E. Eleven Mile
Warren

Fairlane Discount Drugs
26704 Ryan
Warren

Sterling Drugs
30834 Schoolcraft
Warren

Dowlings Drug
3620 S. Wayne Rd.
Wayne

Revco
3111 Biddle Ave.
Wyandotte

BORMAN FOOD STORES, INC.
P. O. BOX 448
DETROIT, MICHIGAN 48232

OFFICE OF THE PRESIDENT

May 28, 1969

Rev. William T. Cunningham
Focus: Summer Hope
2701 West Chicago Boulevard
Detroit, Michigan 48206

Dear Father Cunningham:

I appreciate the opportunity you have extended to me to express my views as a representative of the supermarket and drug store industries on Consumer Study, Focus: Hope 68. Some of the criticisms, because they are true, are bitter reminders to us in the retail trade that a better job controlling and following up company policies of fairness, convenience, cleanliness and courtesy is needed. Some of the criticisms conveniently avoid recognition of factual problems of doing business in the inner city, and here too is a reminder that we in the retail trade have failed to successfully communicate our problems to the public.

While the expertise of the consumer research and the methodology of the study may be open to question by professional statisticians, as a businessman I recognize that inner city consumers do have real problems and that chains can and should help to solve these problems. Worthwhile considerations might be:

1. Major commitments by chains to open units in the inner city of Detroit can be made despite higher land, building, insurance and operating costs.

2. With these units, additional supervision and manager job opportunities will become available, even though our company, as well as the other chains, has been occupied in training programs for the underemployed and unemployed for many years.

3. Programs to teach the poor how to spend their food dollars wisely can be created.

and 4. Shuttle service for those with no transportation might be provided.

Programs such as these can be undertaken only so long as we can reasonably expect some return on the investment we make. We have only a slim margin for error -- net profits, after taxes, for the supermarket chain over the last nine years have ranged from a high of 1.41¢ per dollar sale in 1964-1965 to .099¢ per dollar sale in 1967-1968.

Again, thank you Father Cunningham for giving me this opportunity. Borman's, Inc., as well as the other chains, want to do better. We are willing and eager to move forward to further a healthy City of Detroit.

Sincerely,

Paul Borman
President

PB:mv

1689

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Additional copies of this survey may be purchased from Focus: HOPE, Inc.
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GRAPHIC DESIGN / WILLIAM AND NORITA FRCKA

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FROM SENATOR MAGNUSON, OF WASHINGTON

The following statistics and case histories indicate that the food stamp program is not adequate to meet existing needs.

FOOD BANK STATISTICS, AS OF MAY 16, 1971

	Number estimated	Actually reported [1]
Computerized figures:		
People served	157,400	85,096
Cases of food	34,840	16,658

[1] Represents 54 percent.

SAMPLING FROM 4 KEY CENTERS, 23,685 PEOPLE

[In percent]

	May 16, 1971	Feb. 12, 1971
Government assistance inadequate	52.0	23.2
Waiting for Government assistance (PA, FS unemployment)	20.5	16.4
Referred by Government agency	6.7	5.7
Children	56.7	44.5
Unemployment compensation expired	2.2	2.0

PERSONS SERVED—7 FOOD BANKS

	Jan. 10	Feb. 7	Apr. 4	Apr. 11	Apr. 18	Apr. 25
Capitol Hill	1	533	833	1,254	1,038	1,212
University	138	432	266	567	528	419
Kent	135	33	91	97	141	176
Burien		142		173	150	296
Ballard	57	70	298			329
Fremont	240	274	532	371	347	
Des Moines	51	34	61	29	85	94

EBENEZER AME, CAPITOL HILL, INTERVIEWED BY NANCY JONES

MM is a disabled lady on Public Assistance. Her check was cut by $10.00 a month and her food stamp cost was reduced from $18.00 to $12.00. She is now receiving $176.00 a month to live on. She was just barely making it before.

EM is a disabled lady who was finally forced to quit her job because she has diabetes and is losing her vision. She has only been on welfare for three months, but has found food stamps too expensive.

Mrs. ERH is a very capable lady who has tried very hard to make it. She has seven children at home and one child at home part time. Before she went to work she was receiving Aid to Dependent Children at $430.00 per month. She got a state trainee job which raised her income to $600.00 a month. She was also attending school at Seattle Community College. She could not get adequate care for her children and they had several accidents. She finally had to quit work but stayed in school because she felt this was the only way out of what she called her "deadend" situation. Shortly after quitting her job, her check was cut from $430 to $380. She gets $180 worth of food stamps for $110. She has teenage children who eat a lot, and she is knowledgeable of nutrition. She just can't make it on $380 a month. She was vice-president of Western Washington Headstart Parents and President of Seattle-King County Head Start Policy Council.

JULY 20, 1971.

The people to whom our Food Bank has given food can be broadly classified into two major groups: (1) those who have applied or are receiving public assistance; and (2) unemployed. Examples of those in these two categories will be described below.

GROUP 1

Mrs. G. is an elderly woman living alone. Prior to the reduction in welfare payments, she was receiving approximately $160 per month of which she was paying about $100 (maximum rental allowance). The reduction in rental allowance reduced her welfare check to $105. So, she had almost no money left for food after paying her rent. She had applied for low cost housing, but until she could relocate, she had to have some food assistance. She received food several times and thus avoided starvation.

Mrs. D. receives $105 Social Security pension. By living in low cost housing, she manages to get by. Last week when she cashed her Social Security check, a man followed her out of the store, put a knife to her throat and took her money. She had no money left for food. Until her check arrives the first of next month, she had to have some food help.

Mr. D. is receiving welfare allowance of $140 per month. He is a diabetic and also has a medical problem of pancreaitis which requires his taking an anti-acid daily. The ant-acid approved by the Welfare Dept. is constipating, so he has to buy another brand which costs $2.00 per day for the amount he needs. After paying for his medication, rent, and other expenses, he has almost no money left for food. The Food Bank has been assisting him regularly.

Mrs. M. is a divorcee receiving Aid to Dependent Children support. She has five children to support as well as paying house rent and other living expenses. She budgets her money as well as could be expected, but frequently has little or no money for food a week or so before the end of the month. The Food Bank has given her and her family assistance several times.

Mr. and Mrs. W. have applied for welfare assistance, including food stamps. However, before they could receive their first check, they had no money to buy food. The Welfare Dept. arranged to pay for housing in a low-cost apartment hotel, but could not pay for food. The Food Bank was asked to provide help.

GROUP 2

Mr. and Mrs. C. have four children. He has been receiving unemployment compensation which has recently expired. Being unable to qualify for public assistance other than food stamps, they have very little money to buy food or even to buy food stamps. They have contacted the Food Bank for food assistance several times.

KEN BAXTER,
Coordinator, Magnolia Food Bank.

DENNY PARK FOOD BANK—MR. HAROLD BAKKE

Started at the end of Nov., 1970. At first they were serving mostly single guys between the ages of 18 and 50 who were referred to them by the First Ave. Service Club. They are serving more and more families. Food stamps are too expensive for these people and to have a chunk of money at one time is next to impossible. Many of the men are unable to get public assistance because they are considered able bodied, but most of them cannot get more than casual labor to meet the hand to mouth needs. Commodities would help these people. Those men also have a hard time getting food stamps because they lack cooking facilities.

Neighbors In Need provides one day's food—valued at about $500.

Wholesale food is purchased with weekly contributions from the areas 9 churches. This amount is usually around $500–$600, and will buy one day's food.

One days food comes from food contributions from the areas 9 churches.

1. G.A.H. is a single fellow, 43 years old, who lives in downtown Seattle and is unable to get work. He has usually worked as a laborer. He is unable to get public assistance because he is between 18 and 50 and is able bodied. He does get food stamps sometimes but doesn't always have the amount needed to buy them. He depends heavily on the food center, usually once a week.

2. Mrs. W. is about 48 years old. She lives in and manages a cheap hotel on 1st Avenue. She has a room and is paid $50.00 a month. She is caring for a three year old girl left in her charge. She would rather try to make it on her own instead of trying for public assistance. It is doubtful she could get it any-

way since the child is not hers. She has come to the Food Center three times and probably will have to continue coming because only three days supply is distributed due to the high numbers of people in need.

3. Mr. and Mrs. N.J.—Mr. N.J. is 54 years old and Mrs. N.J. is in her mid 40's. They have three children—two teenagers, one eleven or twelve. Mr. N.J. had been injured at work and was attempting to get industrial accident insurance but was having many complications getting through all the red tape. His wife has respiratory trouble and is unable to work. They were provided enough food for a few days and given the location of the Food Center nearest them. It was obvious that Mr. N.J.'s pride was hurt. He had held off asking until they were down to nearly nothing. He expressed disbelief that he would ever be in the position that he and his family were in now.

HIGH POINT FOOD BANK—MARLENE JOHNSON

They have been in existence for four years and served 150 families in 1969, 300 in 1970 and is currently serving over 100 families per month. Information is taken over the phone, and a week's supply of food is delivered to the family's residence. Fifty-six families have been served during the last two weeks.

The following is a small sampling of cases coming in during the last two week period:

1. Mr. & Mrs. B., a West Seattle family of five. They ran out of food and needed help until the first unemployment check was received.

2. Mr. V. H. of West Seattle. Two families moved together to share expenses. Eleven people living under one roof. One family would be receiving unemployment check in two to three weeks. No information on the other family. V. H. called again this morning. He had received food stamp authorization, but still needed help until unemployment check was received. He should have received emergency food stamps.

3. A. J., West Seattle family of six with two small babies; one six months old and one fourteen months old. Needed milk for children. Family is receiving public assistance but is finding it inadequate.

4. P. K.—Mother with child has just moved from California to West Seattle. She was on public assistance but had not received check since moving.

SEATTLE MENTAL HEALTH CLINIC—WALK-IN CLIENT

J. D. came to SMHI to get help in getting food. He receives a monthly welfare check of $141.00. He normally spends $100.00 on rent, $10.00 for food stamps and has $31.00 left to meet other needs. He had incurred additional debts because he had been sick with hepatitis. He was unable to meet the food stamp price. He had just purchased one dozen eggs for 28 cents and had 10 cents left in his pocket. He said that he wished he could get commodities like he had in Oregon.

UNIVERSITY FOOD BANK—DICK PETERSON

Dick Peterson, the coordinator of the University Food Bank could not give specific cases because they only ask for the person's name, address and if he is participating in any public assistant programs. They try to inform people of programs that might help them. They have served 3,800 people in the last six weeks. Last week in less than eight hours they served 572 people.

Tuesday's food is provided by seven churches in the University area.

Wednesday's food is provided by FOCUS.

Thursday's food is bought with money donations from the seven churches. The amount averages from $300 to $500 weekly. Between $7,000 and $9,000 has been donated since the food bank opened in December 15, 1970.

CENTRAL FOOD BANK—PEGGY MAYS

1. NBL, a former mental patient just out of the state hospital four months, had been found a house in South Seattle by a caseworker, I guess which she found inconvenient because she had to come to Capitol Hill for many services she could receive. After welfare cuts, she only had an allowance of $50 a month for rent. A volunteer for FISH took her to look at rooms. They saw rats crawling across floors and a lot of dirt. They found her a place on 8th and Pine. She shares a bath with twenty people, and has a funny quirk of wanting a daily bath. Many times

there is vomit in the bath tub. She needed food from the food bank when she first came to them. It is feared that she will be back in an institution in a short time.

2. M.D. unemployment expired. He came in only twice to the food bank. Shortly thereafter he found work and now brings food into the food bank twice a week.

3. B.L. is currently a non-drinking alcoholic. She has a son at Fort Warden (juvenile center). She and two men who all had gone to A.A. together for cure decided to try to rent a house together to cut expenses. Her social worker told her she would not get her son back if she rented the house with her two friends. She cannot afford food stamps.

4. Mr. B.W. was layed off at Todd Shipyards. He has been out of a steady job for sixteen months. He got sick and had to have mouth surgery and was unable to collect his unemployment. He got Medicaid. His wife has tried to find work but is unskilled. They lost their home and car. Because he was able to find casual labor, he had to go every month for recertification for food stamps. FISH people thought maybe the wife could get food stamps. They were told that as long as she lived with her husband she could not.

Item 2—Material Submitted by Other Than Witnesses

FROM MRS. DORIS L. THORNTON

COMMUNITY HEALTH SERVICES ADMINISTRATION,
Washington, D.C., September 10, 1971.

HON. GEORGE S. MCGOVERN,
Chairman, Senate Select Committee on Nutrition and Human Needs, U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: The Supplemental Food Division, Washington, D.C. recently received a copy of Phil Olsson's testimony before the Senate Select Committee on Nutrition and Human Needs on July 22, 1971. In his testimony Mr. Olsson expressed reservations about the Supplemental Food Program's effectiveness in achieving its stated goal which is to supply additional foods to pregnant women and infants and preschool children, the high costs involved in administering the program, and the inability of the program to reach sufficient numbers of the target group. I would like to address myself to these three points as they relate to the Supplemental Food Program in the District of Columbia, which is the largest program in the United States.

It is difficult to evaluate food assistance programs. Although the Food Stamp Program provides a family with greater purchasing power, no one can insure if the products purchased are high in nutritive value and food are necessary and the Supplemental Food Program provides these programs.

The reason for implementing the Supplemental Food Program was to provide extra foods to pregnant women, infants and preschool children as the importance of an adequate diet during these periods is especially recognized. Approximately 40,000 bags of Supplemental Food are distributed to pregnant and post partum women, infants and children in the District of Columbia for the month of August. Infant mortality rates for the District of Columbia were 29/1000 in 1968 and 1969; later figures are not available from the vital statistics branch of the Community Health Services Administration although the infant mortality rate is expected to drop.

The Supplemental Food Program budget for Fiscal Year 1972 is 450,000 however these monies do not go totally to administrating the delivery of United States Department of Agriculture commodities as was inferred in Mr. Olsson's testimony. The Supplemental Food Division initiated nutritional counseling in Well Baby Clinics in the District of Columbia. The Dvision also prepares educational materials, presents lecture and conducts discussions in the fields of nutrition, food preparation and consumer education to mothers of children in Day Care Centers, to Homemakers Services, Inc., and countless other community groups in the community which are not serviced under other programs. Individuals not receiving health care are located and told of the services available to them, including the Supplemental Food Program. This summer the Supplemental Food Division participated in Health Day at Kennedy Playground by distributing educational materials and alerting individuals as to how they could participate. Further promotion of the program was made in conjunction with the Lead Mobile Testing Unit, circulating in the Model Cities area, and the Summer in the Parks programs. Mass media, T.V., radio (Spanish and English) and newspapers are used to educate the public about nutrition and sound buying practices.

Supplemental Foods were used last year as a vehicle for teaching nutrition in junior and senior highs; this was thought to be especially beneficial to pregnant teenagers remaining in schools. It is evident that our educational programs are varied. Several publications are available in Spanish and another publication is currently being translated in Chinese. The Supplemental Food Program keeps informed over thirty nutritionists, employed by the District of Columbia government, on Supplemental Food Program changes and supplies

them with nutrition education materials to distribute to their patients. In all our ventures we educate individuals in the field of food and nutrition as well as inform individuals about the Supplemental Food Program.

As for Mr. Olsson's statement that Supplemental Food may not be reaching the target group but may in fact be shared by the entire family, my only comment is that it is unrealistic to think that any family will prepare two meals, one containing Supplemental Food and the other containing food purchased from the grocery store. It is reasonable to assume however that with the use of Supplemental Food more food is available to the family and thus the pregnant women and young children will be benefitted.

As to the inconvenience of pregnant women transporting home heavy bags, this is true also in the supermarket. At one distribution center Red Cross volunteers do provide rides home for patients with Supplemental Food Bags on designated days. A mobile distribution center, which is used in some programs would also facilitate delivery of Supplemental Foods.

I thank you for reviewing this lengthy letter but thought it imperative for the Senate Select Committee on Nutrition and Human Needs to have another viewpoint of the Supplemental Food Program in the District of Columbia.

Sincerely yours,

MRS. DORIS L. THORNTON,
Chief, Supplemental Food Division.

FROM JOSEPH A. WALSH

MEAD JOHNSON LABORATORIES,
Evansville, Ind., July 23, 1971.

HON. GEORGE MCGOVERN,
Chairman, Select Committee on Nutrition and Human Needs, U.S. Senate, Washington, D.C.

DEAR SENATOR MCGOVERN: Attached is a Report to the Select Committee on Nutrition and Human Needs that you requested. I trust this is the information and recommendation you had in mind to be read into your hearing record. If there is any further information that you need, we will be only too happy to supply it.

Sincerely,

JOSEPH A. WALSH,
Director, Hospital and Government Affairs.

Enclosures.

U.S. SENATE,
SELECT COMMITTEE ON NUTRITION AND HUMAN NEEDS,
Washington, D.C., July 22, 1971.

MR. JOSEPH A. WALSH,
Director, Hospital Sales and Government Affairs,
Mead Johnson Laboratories,
Evansville, Ind.

DEAR MR. WALSH: The Select Committee on Nutrition and Human Needs, which I chair, conducted a one-day hearing into the Supplement Food Program for groups at high risk to malnutrition: pregnant and lactating women, and young children. I understand from my staff that you have had direct experience with the program in the course of developing iron-enriched and other infant formula preparations.

It would be very helpful to the Committee if you could submit, for the record, a brief account of your observations of the Supplemental Food Program and even some of the possible modifications that you feel might improve the administration of the program. I believe the perspective of a business concern would be particularly useful in light of the administrative difficulties encountered in the program.

I understand how valuable your time must be and wish to thank you in advance for any effort this may entail on your part.

Sincerely,

GEORGE MCGOVERN,
Chairman.

REPORT TO SELECT COMMITTEE ON NUTRITION AND HUMAN NEEDS

By Joseph A. Walsh, Director, Hospital Sales and Government Affairs, Mead Johnson Laboratories, Evansville, Ind.

In recent years, there has been a great deal of discussion on the nutritional needs of children and the existence of malnutrition in the United States as it relates to infants and children. The recent preliminary report by HEW on the 10-state nutritional survey indicates the vitamin and iron deficiencies that exist in the States surveyed. These preliminary data compiled showed that iron deficiency anemia was found in as many as 42 percent of the people examined in Louisiana and that 26 percent of the children from ages 1 to 6 were deficient in vitamin A in South Carolina.

In 1970 HEW published a booklet* authored by Samuel J. Fomon, M.D. titled. "Prevention of Iron Deficiency Anemia in Infants and Children of Preschool Age." Dr. Fomon states, "Iron-deficiency anemia is almost certainly the most prevalent nutritional disorder among infants and children in the U.S." He further states, "Prevention is feasible and the group primarily affected can be readily identified as children between 6 to 24 months of age. The question is not whether iron-deficiency anemia can be prevented but rather which approaches to prevention are most practical. The importance of a fully adequate diet is self-evident." This opinion concerning iron deficiency has, with few exceptions, general acceptance by the medical community.

The American Academy of Pediatrics on December 15, 1970 published in the Academy Journal a statement** by their Committee on Nutrition recommending the use of iron-fortified formulas for infants from birth to 12 months of age.

The area that is of most concern to physicians and scientists in nutritional research is the effect that malnutrition has on mental growth and development. While this area needs further clinical investigation, there has been a great deal published in literature concerning this subject.

Myron Winick, M.D., in the May 1969 issue of *The Journal of Pediatrics* states, "The complex of socioeconomic evils, which includes malnutrition tends to produce retarded development." He suggests, "More data must be collected, but the evidence is becoming more and more weighty that malnutrition in infancy permanently affects the minds of the children who have been afflicted. The details have still to be worked out. How much undernutrition? What kind? When, if ever, is the brain no longer susceptible? How severe is the retardation? In other words, the degree is still an open question, but certainly severe malnutrition of young infants will produce significant brain damage."

From evidence that is present, it would seem appropriate that an infant feeding program be developed that would supply free formula with iron to those infants who are born to families at or below the poverty level. At present there are only a few Federal programs that supply free formula with iron to infants born into poverty families:

1. *USDA-Supplemental Food Program.*—This program is presently supplying evaporated milk but will purchase a formula product with iron in the next few months.
2. *USDA-Pilot Food Certificate Program.*
3. *OEO-Emergency Food Program.*
4. *Model Cities Program.*—Formula program is included as part of the health component of the Baltimore program.
5. *USPHS—C.D.C.'s Nutritional Program.*—Funding of this program is very limited.

None of these above programs adequately fills the need for an infant feeding program for needy infants. The USDA Supplemental Food program is in the process of purchasing iron-fortified formula products to replace evaporated milk. The iron-fortified formula product will be made available in the Supplemental Food program within a few months. This product will contain a USDA label and will be distributed through the USDA Supplemental Food Depots. This will necessitate the mother going to the depot to receive a case of formula—weight 26 lbs.—and then carrying or transporting it to her home. The administrative cost to supply a formula in this manner is also a consideration.

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*See following, p. —.
**See following, p. —.

The USDA's Pilot Food Certificate Program really seems to offer the best possibility as far as distribution of a formula product to the mother is concerned. Food certificates are distributed to mothers. These certificates are redeemable through food and drug retail outlets. These stores are generally close to her home and open from early morning to late evenings. The Food Certificate program allows the mother a choice of formula. She is able to purchase the product she is familiar with, or the one her infant was fed in the hospital, a consideration which is usually the deciding factor with most mothers in formula selection. The problem with the Food Certificate program, which was tested in Chicago is that it allowed the mother a choice of:

1. Unflavored whole milk fortified with vitamin D;
2. Low fat milk fortified with vitamins A and D;
3. Skimmed milk fortified with vitamins A and D;
4. Nonfat dry milk fortified with vitamins A and D;
5. Evaporated milk;
6. Concentrated liquid or powdered infant formula "preferably" enriched with iron; or
7. Instant precooked infant cereal "preferably" enriched with iron.

By allowing such a wide selection of products, it is quite obvious that a mother whose knowledge of nutrition is very limited, may be thoroughly confused. She probably would prefer to purchase whole milk so the entire family could benefit from the food certificates. The recently published report on the Food Certificate program indicates the objective of supplying iron-enriched formula to this group was not met. An additional reason for this failure (not acknowledged in the report) could well be due to the program's "official food list" that merely stated an infant formula "*preferably*" with iron be used.

A 1966 study of *Iron Deficiency Anemia in Chicago* by Morten Andelman and Bernard Sered, showed that 76 percent of the children studied had hemoglobins of less than 10 gm. per 100 ml. of blood and were therefore anemic. This study was conducted in the same area of Chicago where the Food Certificate program operates. Based on the findings of the Andelman and Sered studies, the Food Certificate program should only include an iron-fortified formula.

There have been other program efforts to meet the nutritional needs of poor infants. For example, several Public Health programs in various parts of the country have been using OEO Emergency Food Program funds to purchase iron-fortified formula products for the impoverished infants in their community. While Emergency Food program funds are not normally used for the direct purchase of formula, it has been found necessary that these programs use OEO Emergency Food funds for infant formula purchases when no other source of funding for such a program is available in their areas. This program makes direct purchase of the formula product and distributes it to the mother either through a clinic, home delivery, or depots. The same problems of formula product distribution to the mother exist with this program as mentioned with the Food Supplement programs. Also the cost of program administration may be very high.

The Model Cities program in Baltimore is supplying iron-fortified formula to infants born within the Model Cities Area. In this program, the Baltimore Health Department purchases formula and distributes it directly to the recipient's residence. The administrative cost of this program was $96,061 or 45% of the total budget of $212,134 (1970 budget.) This administrative cost would appear to be exceedingly high.

The Nutritional Program under the Center for Disease Control (of the U.S. Public Health Service) is in the process of funding an infant formula program in Queens, New York. Details at this time are not known. No other infant feeding formula program is currently being funded by C.D.C.

The experiences of the aforementioned programs highlight three major problems associated with current infant feeding programs:

1. Distribution of products to the mother.
2. High administrative costs.
3. The likelihood that the mother will not choose to buy an iron-fortified formula.

It would appear that these three problems could be resolved by using the existing methods of distribution—food and drug retail stores, and by using a Food Certificate or Formula Stamp that could only be redeemed for an iron-fortified formula product. The retailers could redeem these Formula Stamps through the same redemption channels used for Food Stamps or Post Offices.

Any successful formula program would involve hospitals as well as all Public Health Agencies—Federal, State, county and city. On discharge from the hospital, a mother could be supplied a Formula Stamp or Stamps good for a 30-day supply of iron-fortified infant formula. She would be advised—or an appointment arranged—that she is to visit the Baby Health Station in her area approximately 30 days after discharge for a first month's check of the infant. At that time she would also receive, in addition to the physical examination of the infant, another supply of Formula Stamps good for another month's supply of formula. This clinic and formula tie-in would not only assure the infant's receiving a healthy nutritional start during the first year, but would also increase the opportunity for a proper immunization program and continuous preventive health care for these socio-economically deprived infants.

Any good program also requires an intensive educational campaign which includes parents, public health and professional personnel. It should likewise contain a prenatal program. It is a well-known fact that birth weights of infants born to undernourished mothers are generally lower—and there is a high incidence of premature infants—than those of infants born to mothers of good nutritional status. Development of the brain and other vital organs of the fetus is delayed by poor nutrition in pregnancy, especially during the last trimester in which growth needs are the greatest. Fetal stores of protein, vitamins and minerals may also be decreased if the mother is malnourished.

Wherever they exist, Maternal and Infant Care Projects could be automatically included in such a program to assure proper nutrition during the prenatal period.

In an infant feeding program, consideration should also be given to the child who may be allergic to milk. Over 5% of the infants in the U.S. do not tolerate cow's milk formulas well, and require milk substitute formulas. The nutritional development of these infants depends on the availability of a sound milk substitute formula. It is necessary that these formulas be included in infant feeding programs to assure the allergic infant of a good nutritional start. The milk substitute formulas could be purchased with the Formula Stamps at the authorization of health professionals.

The infant feeding cost for the program described would be approximately $125–$150 per baby per year for a concentrated liquid iron-fortified infant formula product. (Hypoallergenic formulas would be slightly higher in cost.) This cost per baby appears to be insignificant when compared to the benefits. The children would have a better opportunity for normal growth and development, and subsequent intellectual achievement. The first year is obviously extremely crucial for the proper development of these socioeconomically deprived infants. Every effort should be made to achieve good nutrition and thus avoid irreversible damage effecting the future learning and work ability of these infants.

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Newsletter Supplement - December 15, 1970

COMMITTEE STATEMENT

Committee on Nutrition

American Academy of Pediatrics

IRON-FORTIFIED FORMULAS

In its recent statement on iron,[1] the Committee on Nutrition emphasized the value of iron-fortified, proprietary milk formulas for the prevention of iron-deficiency anemia of infancy. Despite this recommendation, the most recent marketing information available to the Committee shows that more than 70 percent of the proprietary formulas currently prescribed by physicians do not contain added iron.

The reasons for continuing routine use of formulas not fortified with iron are not entirely clear. One reason may be that some physicians still believe iron additives increase the incidence of feeding problems or gastrointestinal disturbances. There is no documented evidence that this is a significant problem.

The Committee strongly recommends when proprietary formulas are prescribed that iron-supplemented formulas be used routinely as the standard – that is, that this be the rule rather than the exception. There seems to be little justification for continued general use of proprietary formulas not fortified with iron. The Committee is fully aware that only a small percentage of American infants are fed proprietary formulas after 6 months of age. Fluid whole milk (available in bottle or carton) or evaporated milk, both of which contain only trace amounts of iron, are substituted at the time of greatest iron need and highest prevalence of iron-deficiency anemia. The infant's diet is usually deficient in iron, unless other foods are carefully selected to insure adequate iron intake.

Since the major dietary component during infancy is milk, two courses of action should be taken:

1. Pediatricians and other health professionals should engage in a program of public education to convince American mothers to provide their infants with a source of dietary iron. This can be achieved by continuing an iron-fortified formula as long as the infant is bottle fed, and then using the same iron-fortified formula as beverage milk along with the usual solid foods until the infant is at least 12 months of age.
2. Iron-fortified fluid whole milk or evaporated milk should be made available for infant feeding. Although iron-fortified, fluid whole milk is sold in a few localities, this type of milk has not met with widespread acceptance. This lack of acceptance has been due, in part, to the objectionable color changes seen when the milk is used in cooking or in coffee and to the accelerated rate of development of rancidity in pasteurized whole milk. However, this objection should not deter the use of this type of milk for infant feeding. Considerable public and professional education about the use of iron-fortified milk would be necessary to assure its use.

The knowledge and means to prevent iron deficiency as a significant pediatric problem are available now. As a first step in dealing with this major public health concern, proprietary formulas, when used for infant feeding, should be iron-fortified.

COMMITTEE ON NUTRITION

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[1] Committee on Nutrition: Iron balance and requirements in infancy. *Pediatrics*, **43**:134, 1969.

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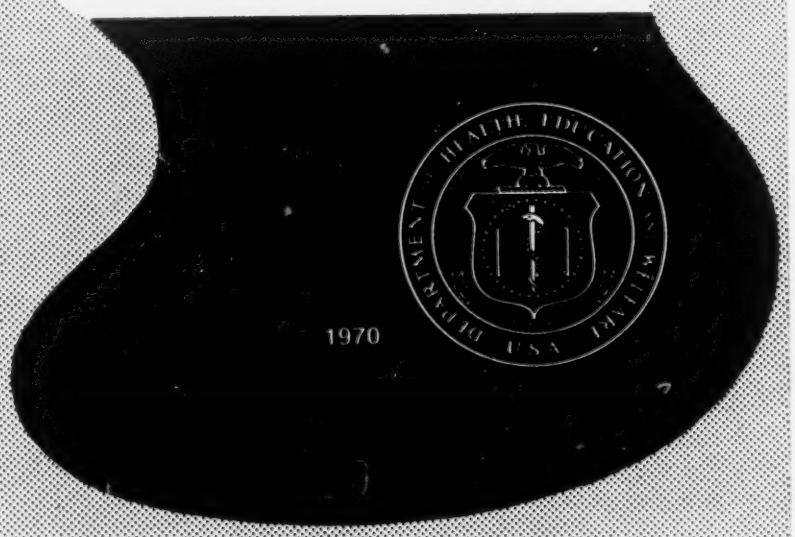
PREVENTION OF IRON-DEFICIENCY ANEMIA IN INFANTS AND CHILDREN OF PRESCHOOL AGE



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PREVENTION OF IRON-DEFICIENCY ANEMIA IN INFANTS AND CHILDREN OF PRESCHOOL AGE

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IRON-DEFICIENCY ANEMIA is almost certainly the most prevalent nutritional disorder among infants and children in the United States. Etiology is known, prevention is feasible, and the group primarily affected can be readily identified as those between 6 and 24 months of age. The question is not whether iron-deficiency anemia can be prevented but rather which approaches to prevention are most practical. The importance of a fully adequate diet is self-evident; that this booklet empha-

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sizes iron nutritional status should not obscure the importance of striving for adequate intakes of all essential nutrients.

Definition of anemia

For purposes of this booklet, anemia is arbitrarily defined as a state in which the concentration of hemoglobin is less than 10.0 gm./100 ml. of blood or the hematocrit is less than 31. The arbitrary nature of this definition should be stressed and it may be noted that various other concentrations of hemoglobin have been proposed. Thus, the Committee on Nutrition of the American Academy of Pediatrics states that "hemoglobin levels as low as 11 gm./100 ml., and hematocrits as low as 33% . . . should be considered 'normal'." Similarly, a WHO Scientific Group on Nutritional Anemias (1968) has recommended that hemoglobin concentrations less than 11.0 gm./100 ml. be used to define anemia in children from age 6 months to 6 years (but greater concentrations for older individuals). A value of 10.0 gm./100 ml. has been chosen as a reference point for this publication because more reports in the literature provide data on frequency of hemoglobin concentrations below 10.0 gm./100 ml. than below any other arbitrarily assigned value.

If anemia is hypochromic and microcytic, it is reasonable to assume that it is caused by iron deficiency. However, development of morphologic changes in the erythrocytes appears to be a less

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sensitive index than other available measurements, including plasma iron, iron-binding capacity and percent saturation of transferrin. Recommended methods for these determinations are given in the Appendix.

Prevalence of anemia

Anemia as defined above (concentration of hemoglobin less than 10.0 gm./100 ml.) is frequently encountered among infants and young children of low socioeconomic status. Although it is seen less frequently among infants of similar age cared for by private practitioners in many geographic areas, iron-deficiency anemia is probably the most frequent nutritional deficiency disease in these children also.

Two reviews (Fomon, 1967a; Filer, 1969) and several recent reports of surveys have provided evidence that iron-deficiency anemia is common in some localities in the United States and relatively uncommon in others. Table I summarizes the more important recent studies. The relation of prevalence to age is well demonstrated by data from projects providing Comprehensive Health Services for Children and Youth: anemia was found in 28.5% of 1- to 2-year-old children, in 9.2% of 2- to 3-year-old children and 2.8% of 3- to 6-year-old children (Systems Development Project, 1968). Among Negro children in Washington, D.C., Gutelius (1969) found anemia in 46% of 6- to 23-month-old children and in 12% of 2- to 5-year-old

children.

The great variability in prevalence of anemia in various parts of the United States is apparent from a comparison of data for infants from low income families in large metropolitan centers (Andelman and Sered, 1966; Systems Development Project, 1968; Gutelius, 1969) with data for infants and young children in rural areas of Iowa (Kripke and Sanders, 1970). The prevalence of anemia among 4- to 6-year-old children enrolled in Head Start programs in five cities was found by Pearson et al. (1967) to range from 0.6% in Houston to 7.7% in Augusta.

Possible reasons for widespread occurrence

An erroneous belief exists among many physicians and nutritionists that iron is not absorbed before 2 or 3 months of age and that therefore it is useless to give iron during the first months of life. In fact, iron is absorbed efficiently by young infants (Garby and Sjölin, 1959; Gorten et al., 1963) and subsequently (by 3 to 4 months of age) is utilized in formation of hemoglobin.

There is lack of awareness among professional workers as well as parents that most unfortified foods provide rather limited amounts of iron (Table II). For practical purposes, iron-fortified foods for infants are limited to certain commercially prepared formulas (Table II) and cereals (Table III). Infants in the United States are less commonly fed iron-fortified formulas or cereals after 6 months

of age than before that age (Fomon, 1967b).

Experience in several parts of the country indicates that many parents are unlikely to carry out a program of daily administration of medicinal iron.

Milk, a poor source of iron (Table II), is rather frequently fed to infants in extremely large quantities to the exclusion of iron-fortified foods and other foods.

Approaches to the problem

Although certain infants can be identified as being at unusual risk with respect to development of iron deficiency, it is by no means possible to identify all such infants. Therefore, efforts at prevention require a two-fold approach: (1) special measures directed at infants who can be identified as likely to develop iron-deficiency anemia, and (2) measures directed at all other infants, for whom average daily intakes of iron from one month to 18 months of age should be no less than 6 mg.

Because it is unlikely that most infants will receive the recommended amounts of iron from natural foods (Table II), prevention of iron-deficiency anemia requires regular administration of medicinal iron or of iron-fortified foods.

Sources of iron

Milk and formula: Human milk and cow's milk are poor sources of iron (Table II). Infant

formulas supplemented with iron (generally to the extent of 8 to 12 mg. per quart) will provide 6 mg. of iron in the amount consumed by 1- to 2-month-old infants (average intake about 700 ml.); older infants consuming greater quantities of formula will generally receive more than 6 mg. of iron from this source.

Strained and junior foods: Commercially prepared strained and junior foods for infants are combinations of the specified food with water and frequently with additional carbohydrate (starch and/or sucrose). Therefore, the concentration of iron in a strained or junior food will usually be less per unit of weight than would be true for the corresponding food not prepared for infants. For example, the U.S. Department of Agriculture Handbook #8 (1963) lists beef chuck, choice grade, cooked, braised or pot-roasted (81% lean, 19% fat) as containing 49.4% water and 3.3 mg of iron per 100 gm. The section on baby foods of this Handbook lists strained beef as containing 80% water and 2.0 mg. of iron per 100 gm. The figures for the iron content of various strained and junior foods in Table II represent a summary of data from booklets supplied by the manufacturers.

Cereal: Since most dry infant cereals provide 50 to 70 mg. of elemental iron per 100 gm. (14 to 20 mg. per ounce of dry cereal), slightly less than one-half ounce of dry cereal (5-6 tablespoons) or three ounces of a cereal-milk mixture as it is usually fed, will provide 7 to 10 mg. of iron (Table

III). It is important to note that commercially available wet-packed strained cereal-fruit combinations are either unfortified with iron or fortified to a lesser extent than are the dry cereals (Table III).

Most cereals that require cooking (e.g., farina, oatmeal, rice, grits) are not fortified with iron or are fortified at extremely low levels. However, "Quick" and "Instant" Cream of Wheat are fortified with iron to nearly the same extent as are the dry infant cereals. One-half ounce of dry "Quick" or "Instant" Cream of Wheat (1 tbsp.) or 3⅓ oz. (6-8 tbsp.) of the cooked cereal provides 6 mg. of iron.

Although a 1- to 2-month-old infant is unlikely to consume sufficient cereal to provide 6 mg. of iron daily, by about 4 months of age he will readily consume such an amount. If the infant continues to receive cereal daily, iron from this source plus the small amounts present in many other foods will assure an average daily intake of 6 mg. through the first 18 months of life.

Medicinal Iron: For infants who do not receive iron-fortified foods beginning at 4 to 6 weeks of age, medicinal iron, preferably ferrous sulfate, is recommended in dosage to provide at least 6 mg. of elemental iron daily.

Recommendations

The intake of iron recommended here (average of 6 mg. daily from age 1 to 18 months) is somewhat less than that proposed by the Food and Nu-

trition Board (1968) or the Committee on Nutrition of the American Academy of Pediatrics (1969). The Food and Nutrition Board has recommended 6 mg. of elemental iron daily during the first 2 months of life, 10 mg. daily from age 2 to 6 months and 15 mg. daily from 6 months to 3 years. The Committee on Nutrition has stated that 1 mg./kg./day to a maximum of 15 mg. "if begun at an appropriate time with respect to initial iron endowment, will provide sufficient iron to maintain normal hemoglobin values in most infants." If hemoglobin concentrations of infants are to be maintained at or above 11.0 gm/100 ml. (the goal of the Committee on Nutrition), larger intakes of iron will be necessary than if concentrations are to be maintained at or above 10.0 gm./100 ml. as suggested here.

Much depends on the age at which dietary supplementation with iron is begun and how regularly this supplementation is provided. Thus, an average intake of 6 mg. of iron daily from age one month will provide a total intake of approximately 2,000 mg. of iron by age 12 months. If the diet has not been supplemented with iron during the first four months of life, approximately 8 mg. of iron daily between 4 and 12 months would be required to achieve the same (2,000 mg.) total intake.

With these considerations in mind, the following specific recommendations are offered:

1. A massive educational effort should be undertaken to reach all levels of professional and ancillary workers who counsel parents and,

through use of mass media, to reach parents themselves.

2. Recommendations regarding diet of infants and preschool children should include consideration of need for iron.

3. Vigorous efforts should be made to urge parents to feed iron-fortified foods to infants and toddlers.

Infants identified as likely to develop iron-deficiency anemia: Infants of low birth weight (less than 2.5 kg.), those of multiple births (twins, triplets, etc.) and possibly those born to mothers with several recent pregnancies, are prone to develop iron-deficiency anemia and will require more intensive preventive measures than will be needed for the remainder of the infant population. In addition, anemia among infants and toddlers is known to be endemic in certain localities, perhaps reflecting low body stores of iron of the women of childbearing age.[1] Infants in these groups should receive 10 to 15 mg. of elemental iron daily, the level of intake being adjusted on the basis of determinations of hemoglobin and/or hematocrit every 2 or 3 months. Use of medicinal iron will often be necessary to achieve the required intakes.

All other infants: Iron-fortified foods (i.e., iron-fortified formula or cereal) or medicinal iron should be introduced into the diets of all infants by 4 to 6

[1] The importance of maternal iron deficiency in the production of iron-deficiency anemia in the infant remains a matter of controversy (Oski and Naiman, 1966).

weeks of age and continued until at least 18 months of age. If this recommendation is followed, average daily intakes of 6 mg. of elemental iron daily should be adequate to maintain concentrations of hemoglobin at or above 10.0 gm./100 ml.

Application to maternal and child health programs

The major effort in the prevention of iron-deficiency anemia in infants and young children should be an intensive educational campaign which includes both professional workers and parents. The need of the infant and child of preschool age for iron should be stated repeatedly and in different ways. The role of iron-fortified formulas and iron-fortified cereals in the prevention of iron-deficiency anemia needs to be emphasized.

In the case of infants of needy families, who are at special risk of developing iron-deficiency anemia, the provision or distribution of iron-fortified formulas, iron-fortified cereals or medicinal iron should be considered.

For adequate evaluation of a program, baseline data about the prevalence of iron-deficiency anemia should be collected even before educational or other activities are initiated. Data on concentrations of hemoglobin of infants and small children should be collected through well-child clinics, pediatric clinics, crippled children clinics, children and youth projects, maternity and infant care projects, clinical mental retardation programs and other spe-

cial projects. In addition, incidence of anemia among infants and children admitted to hospitals in various geographic areas should be determined. After instituting the proposed program of prevention, subsequent determinations of hemoglobin concentration will permit assessment of its effectiveness.

Information about infant feeding practices among low-income families with high incidence of iron-deficiency anemia should be collected.

Table I PREVALENCE OF

Location	*Age (yr.)*	*Number of Children*	*Percent Anemic* *
Chicago	< 2	446	(76)
C&Y Projects **	1–2	1,813	28.5
Washington, D.C.	½–2	226	46
Iowa	½–3	583	4
C&Y Projects **	2–3	1,245	9.2
Brooklyn	< 5	1,359	25.5
Tennessee	< 6	15,681	—
Mississippi	1–5		
Low income		210	24
Higher income		342	12
Washington, D.C.	2–5	189	12
C&Y Projects	3–6	3,153	2.8
Head Start	4–6	7,000	
Houston			0.6
Jacksonville			1.7
Gainesville			2.8
Chicago			4.5
Augusta			7.7

* Concentration of hemoglobin less than 10.0 gm./100ml. or hematocrit less than 31.

** Comprehensive Care for Children and Youth Projects.

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IRON-DEFICIENCY ANEMIA

Reference	*Comment*
Andelman & Sered, 1966	Repeated testing of same infant
Systems Development Project, 1968	
Gutelius, 1969	
Kripke & Sanders, 1970	Rural areas
Systems Development Project, 1968	
Hillman & Smith, 1968	
Hutcheson, 1968	Rural areas; 20.9% had hematocrits less than 32
Owen et al., 1969	
Gutelius, 1969	
Systems Development Project, 1968	
Pearson, 1967	

Table II

IRON CONTENT OF COMMERCIALLY PREPARED STRAINED AND JUNIOR FOODS FOR INFANTS *

	Elemental Iron (mg./100 gm. of food)
Meats	
Liver and a few others	4–6
Most meats	1–2
Egg Yolks	2–3
"Dinners"	
High meat	< 1
Vegetable-meat	< 1
Vegetables **	< 1
Fruits **	< 1
Milk	
Human	< 0.1
Cow's	< 0.1

* Iron content of commercially prepared strained and junior foods for infants is generally less than amount indicated in U.S.D.A. Handbook #8 (1963)—see text.

** A few varieties of vegetables and fruits provide 1–2 mg. of iron per 100 gm.

Table III

IRON CONTENT OF CEREALS

	Elemental Iron (mg.)
Iron-fortified infant cereals, dry, ½ oz.*	7–10
Wet packed, strained cereal-fruit combinations (100 gm.)	1– 6
Quick or Instant Cream of Wheat, dry, ½ oz.*	6
Other cereals, dry, ½ oz.*	0.5

* ½ oz. of dry cereal will provide approximately 100 gm. (3½ oz.) of cereal as fed (assuming that 1 part by weight of dry cereal is mixed with 6 parts of milk).

APPENDIX

Laboratory Methods

It is recommended that the concentration of hemoglobin be determined by the cyanmethemoglobin method (ICNND, 1963), and that the hematocrit (O'Brien et al., 1968) be determined. A mean corpuscular hemoglobin concentration of less than 31 gm./100 ml. of packed erythrocytes indicates hypochromia.

Determinations of iron concentration and iron-binding capacity in serum or plasma are also useful and can be done by micro methods. Plasma or serum iron and iron-binding capacity may be determined by the method of Fischer and Price (1964). Concentrations of iron in plasma or serum less than 60 μg./100 ml. suggest iron deficiency (Hillman and Henderson, 1969). Values above 360 μg./100 ml. are considered abnormal (Bainton and Finch, 1964) although the range of normal differs somewhat from one laboratory to another.

Percent saturation of transferrin is determined by dividing plasma iron by total iron-binding capacity and multiplying the result by 100. It has been suggested (Bainton and Finch, 1964; Smith, 1970) that percent saturation of transferrin less than 16 indicates that availability of iron has become a limiting factor in erythropoiesis. Further studies on this point are desirable.

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The Case for Iron Supplements in Infant Feeding Regimens

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The Case for Iron Supplements in Infant Feeding Regimens

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The case rests on findings in numerous studies: That not only the premature but the term, not only the poor but the prosperous, infant is at high risk of iron deficiency before the end of the first year of life; that iron supplements delivered by routes other than formula are ineffective; and that well before overt anemia is detected, iron lack may have significantly depressed tissue metabolism as well as blood oxygen transport.

Although hypochromic, microcytic anemia is considered the hallmark of severe nutritional iron deficiency – and indeed, as a rule, iron deficiency is recognized only when it lasts long enough to cause significant anemia – concern over iron deficiency as primarily a hematologic problem may be delaying recognition of its broader implications. Recent observations indicate that anemia is but one expression, albeit an important one, of more generalized problems attributable to nutritional iron deficiency. Some of these other consequences have been only partially defined thus far; it is clear, however, that by the time inadequate hemoglobin synthesis has produced a significant degree of anemia, the iron deficiency is already well advanced. Even if iron deficiency were not the most prevalent nutritional deficiency state in the country today, these recent findings lend new urgency to detecting it as early in life as it is likely to occur. They also suggest that simple measures can be instituted early to prevent iron deficiency from developing.

At birth, tissue stores of iron contribute relatively little to an infant's iron endowment; the preponderance is in the circulating hemoglobin. Thus the factors most crucial in determining iron endowment are those contributing to circulating hemoglobin mass. Since blood volume and, hence, hemoglobin mass are a function of body weight, total body iron depends first on birthweight; the other key factor is hemoglobin level at birth, which normally shows considerable variability. Cord blood determinations have indicated a hemoglobin range of from less than 14 gm/100 ml to 22 gm/100 ml and hematocrits from around 50% to close to 80%. Differences between these extremes may reflect differences in body iron amounting to as much as 50 mg.

In the past it was thought that maternal iron status might underlie this variability; there was some evidence that infants born of iron-deficient mothers had reduced hemoglobin mass. Most studies, however, indicate that maternal iron status has little effect. Augmenting iron stores of already well-nourished mothers during pregnancy appears to give a newborn infant no advantage. Other experiments, in which a tagging dose of radioactive iron has been given to pregnant women, suggest that even in an iron-deficient woman, transfer of iron is adequate. Evidently the developing fetus is a highly efficient parasite in this regard. More definitive studies are still needed on infants born to frankly anemic mothers; and other factors that might account for the variability in initial hemoglobin levels also need to be more precisely defined.

The hematologic changes that ensue in early infancy are now better understood. In the weeks following birth, the hemoglobin level declines steadily from its initial high point and the number of erythrocytes declines proportionately; the decrease is attributable both to lack of erythropoiesis at this time and to the brief life span of fetal red cells (usually from 70 to 75 days vs a normal span of 120). Neonatal hemolysis occurring as a normal adjustment to the increased availability of oxygen after birth releases a substantial amount of iron that is stored for later use when erythropoiesis resumes. The size of this reserve and the time and rate at which it is utilized have been shown to depend on the size of the initial hemoglobin mass.

In the term infant, recovery from this early phase usually begins at about two months with the initiation of erythropoiesis. In the premature infant, the physiologic anemia usually persists longer, partly because of the smaller initial hemoglobin mass but even more because of the rapid growth rate, which may be double or triple that of the term infant during this period. With growth there

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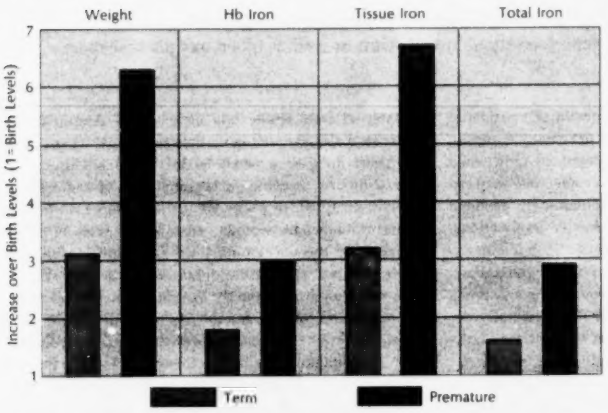
is of course a concomitant expansion of vascular volume and hence a dilution of hemoglobin mass. Although much of the weight gain in the first few months of life is relatively avascular adipose tissue, this growth carries with it an increased need for iron to maintain adequate hemoglobin synthesis. Skeletal muscle growth adds to the need because of its iron-containing myoglobin component. The net result in the premature infant is that hemoglobin levels may remain depressed for four months or more; by this time, the iron stores present at birth and augmented by iron released from red cells during the early weeks of life are likely to have been exhausted. The second fall in hemoglobin concentration, which begins in the fourth or fifth month, may thus proceed to a true hypochromic, microcytic anemia unless steps are taken to prevent or correct it by providing an adequate intake of exogenous iron.

Infants at greatest risk of developing iron deficiency include both the low-birthweight group and term infants with unusually low hemoglobin levels. Fetal-maternal transfusion or excessive blood loss at delivery may be the basis for some such cases; others remain unexplained. The possibility of iron deficiency anemia in such infants, particularly in the low-birthweight group, is generally appreciated and the need for routine administration of exogenous iron in some form has become accepted medical practice. However, accumulating evidence that the term infant may also be at risk – and may require similar protection against nutritional iron deficiency – has yet to be duly appreciated. It stands to reason that this might be the case, since in both term and low-weight infants the growth rate is fastest during the first year; hence the need for iron would be greater than at any later time.

A measure of the problem is revealed in the incidence of iron deficiency anemia among infants likely to be nutritionally deprived. Surveys of both urban and rural poor consistently show a high incidence of iron deficiency anemia. In a disadvantaged population in New York City, Haughton et al. found that 41.3% of infants had low hemoglobin levels at one year of age – as did 22.6% of children between one and three years of age. In a study at the Washington, D.C., Children's Hospital, 28.9% of infants had low hemoglobin levels – not counting the most severely affected children, who had been singled out and treated. In rural Tennessee, Hutcheson et al. tested for iron deficiency in some 15,000 infants and children attending public health clinics. Anemia, as evidenced by a low hematocrit level, was present in 25.3% of white infants and in 38% of nonwhites at one year of age. Among infants attending public health clinics in Chicago, Andelman and Sered found clinical evidence of anemia in fully 76% of a newborn-to-18-month-old group. Even such a high proportion of iron-deficient infants turns out to be far from atypical when results of other surveys are reviewed.

One inference drawn from such studies is that nutritional iron deficiency is a problem limited to certain

Iron Requirements During First Year of Life



Assuming 12.3 gm/100 ml as the optimal hemoglobin concentration at one year of age, other body iron content would have increased since birth at the rates shown in the graph; specific values are given in the table below (data from Schulman). Although both term and premature infants have a birth Hb of 19.0, the premature's total iron is, of course, lower. To achieve the assumed optimal results would require the term baby to make up an iron "deficit" of 156 mg, the premature a deficit of 238 mg. On a daily basis the term baby thus has an iron requirement of 0.43 mg, the premature of 0.65 mg.

		Birth
TERM INFANT	Weight (kg)	3.3
	Hb concentration (gm/100 ml)	19.0
	Hb iron (mg)	185.0
	Storage iron (mg)	34.0
	Tissue iron (mg)	23.0
	Total iron (mg)	242.0
PREMATURE INFANT	Weight (kg)	1.5
	Hb concentration (gm/100 ml)	19.0
	Hb iron (mg)	97.0
	Storage iron (mg)	15.0
	Tissue iron (mg)	10.0
	Total iron (mg)	122.0

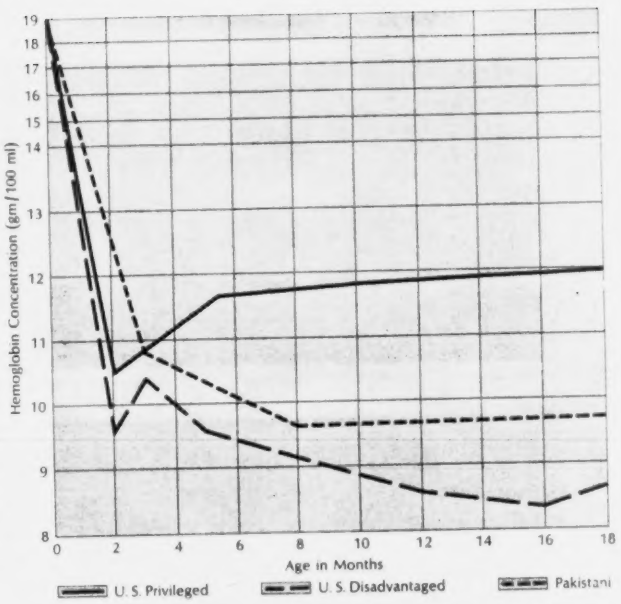
infant populations, and that for those in more fortunate circumstances the iron need is readily met by an ordinary diet. While it is true that efforts to define the extent of iron deficiency in the pediatric age group have been largely confined to disadvantaged populations, the limited information that is available suggests that the problem may be more general than that.

A California study several years ago by Sturgeon and coworkers indicated that some 8% of term infants developed signs of iron deficiency anemia during the first year of life. None of the families concerned were disadvantaged; all infants were under pediatric supervision and followed a recommended dietary regimen. In a national study of preschool children by Owen et al., the incidence of iron deficiency anemia among infants and young children was approximately 6%. In a study of some 600 infants and young children in Iowa, few of them economically deprived, Kripke and Sanders found evidence of iron deficiency anemia in about 4%.

Calculating from even the lowest of these figures puts a considerable number of children at risk: Among some 10 million children under the age of three, the number with some degree of anemia might well be in excess of 400,000.

It should be noted, too, that in most studies of iron deficiency, anemia has been defined in terms of a hemoglobin concentration below 10 gm/100 ml or a hematocrit less than 31%. But from the outset this value was arbitrarily assigned; according to current thinking, the reference point might well be set somewhat higher. As the American Academy of Pediatrics' Committee on Nutrition recently expressed it: "Between 3 and 18 months of age, a hemoglobin of about 12 gm/100 ml, or a hematocrit of 36%, may be considered optimal. . . . Hemoglobin levels as low as 11 gm/100 ml and hematocrits as low as 33% . . . should be considered normal." A World Health Organization Scientific Group on Nutritional Anemias recommends that hemoglobin concentrations of less than 11 gm/100 ml be used to define anemia in children from age six months to six years.

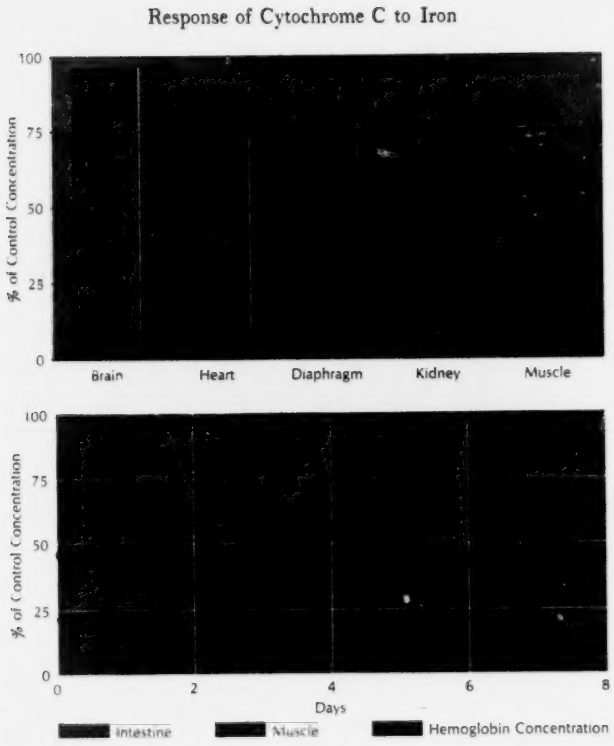
In progressive iron depletion the storage forms of iron, hemosiderin and ferritin, are first to be affected: a bone marrow biopsy, if done, shows little or no stored iron in marrow or other reticuloendothelial tissue. This is followed by a decrease in serum iron level and a concomitant increase in serum iron-binding capacity, resulting in decreased transferrin saturation. Generally, transferrin saturation of less than 15% has been considered indicative of iron depletion; workers in the field now suggest that transferrin saturation less than 16% is an indication that availability of iron has become a limiting factor in erythropoiesis. At this level most patients studied have a hemoglobin of at least 11 gm/100 ml and a hematocrit of at least 33%. Development of morphologic abnormalities in erythrocytes, including microcytosis and hypochromia, are not likely to occur until iron deficiency has persisted for some time; hence other measurements, including plasma iron, iron-binding capacity, and percent saturation of transferrin, are considered a more sensitive index of an infant's iron status.



Although rural Pakistani infants may be assumed to be no less disadvantaged than poor American infants, their hemoglobin concentrations at 18 months are higher. Presumably their lower growth rate, attributable to lower caloric and protein intake, prevents to some extent the dilution of hemoglobin mass that accompanies growth and weight gain.

Interest in detecting evidence of iron deficiency earlier in its course reflects the growing recognition that anemia is pretty much the end point in a process the early effects of which, while still subtle, are not innocuous. During the time the hemoglobin level still indicates only minimal compromise of blood oxygen transport there may already be significant consequences in other tissues and organ systems.

Over the years, nutritional studies in both humans and animals have suggested that lack of iron early in life might affect development of the brain and nervous system; the question was never definitively tested. In a recent study on this point, Howell and coworkers in Philadelphia evaluated some 45 iron-deficient preschool children in a high-poverty area. (Hemoglobin levels were between 9.0 and 10.5 gm/100 ml; children with lower levels, immediately treated, were not available for the study.) A series of



Iron deficiency has been shown to depress tissue concentrations of heme proteins, such as the cytochromes, that are essential to cellular metabolism. Graph at top indicates levels of cytochrome C found in rats fed an iron-deficient diet as compared with control values in normally fed rats. As lower graph shows, adding iron to the diet reverts cytochrome C to normal rather promptly in the intestine (hemoglobin concentration also returns to normal), but recovery in muscle is slow (data from Dallman).

psychometric tests to assess learning ability was given each child; a non-deficient sibling close in age was similarly tested. Scores on standard intelligence tests were about equal for the study children and their controls; however, tests of attentiveness and interest, critical to any learning task, revealed significant impairment among the iron-deficient. When the deficiency was corrected, learning patterns improved. In another study, Sulzer and coworkers at Tulane University evaluated learning performance in iron-deficient children attending a Head Start program. Measurable deficits were found; again, correction of the iron deficiency appeared to eliminate them.

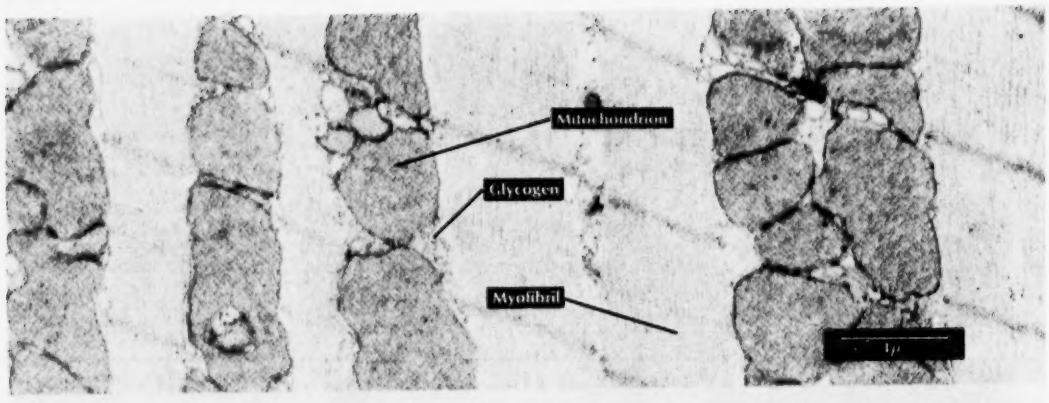
It is not suggested that learning disability among the poor can be attributed solely to nutritional iron deficiency, but surely the fact that behavioral differences could be recorded adds import to the iron deficiency problem.

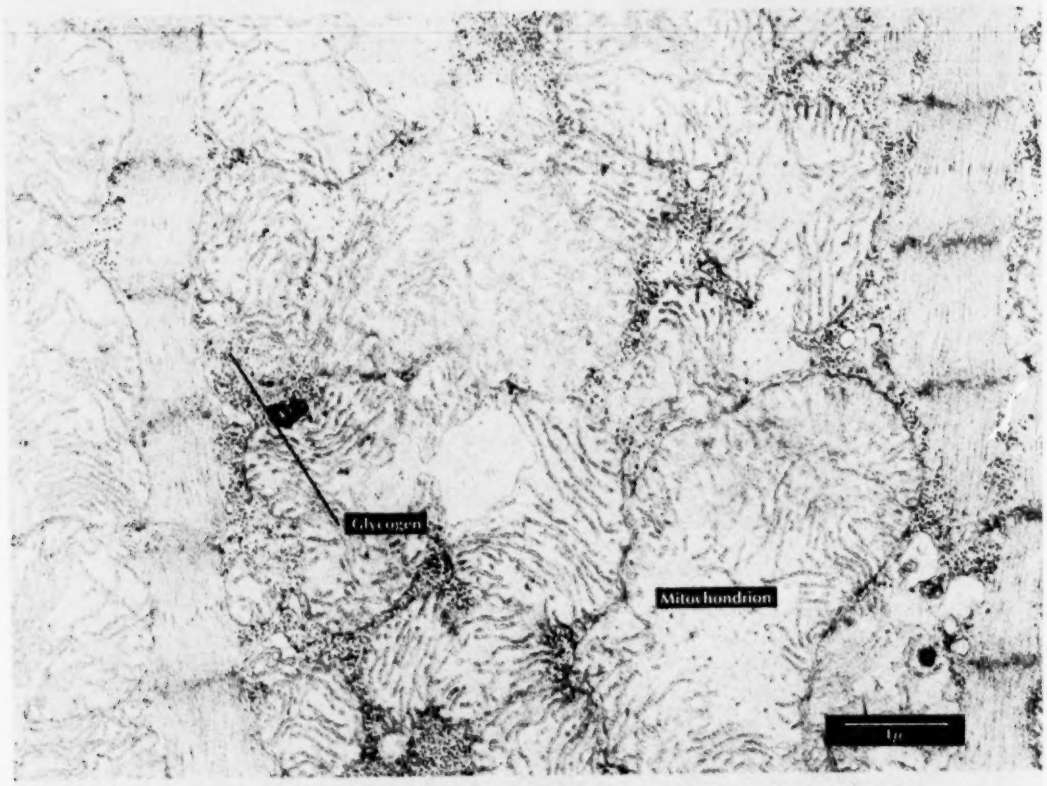
The possibility of physical growth impairment because of iron deficiency was first considered some years ago but dismissed as unlikely, in view of evidence that the iron-deficient infant appeared to follow a normal growth pattern except for a tendency to obesity. Then studies of absorption of iron from exogenous sources showed that with every peak increase in growth rate a parallel increase occurred in rate of iron absorption. These key experiments were performed by Gorten et al. in Baltimore, who also showed that utilization of absorbed iron for hemoglobin synthesis depends on bone marrow activity – i.e., reticulocytosis – and is triggered by a dilution of hemoglobin mass secondary to growth and weight gain.

In comparing hematologic findings among different groups of young children, these investigators found a lower mean hemoglobin concentration in a disadvantaged group in Baltimore than among rural infants in Pakistan – presumably just as disadvantaged. Analysis disclosed that the higher mean hemoglobin concentration in Pakistani infants derived from a reduced rate of growth attributable to a lower calorie and protein intake; this prevented dilution of the hemoglobin mass to the same degree and kept their hemoglobin levels higher.

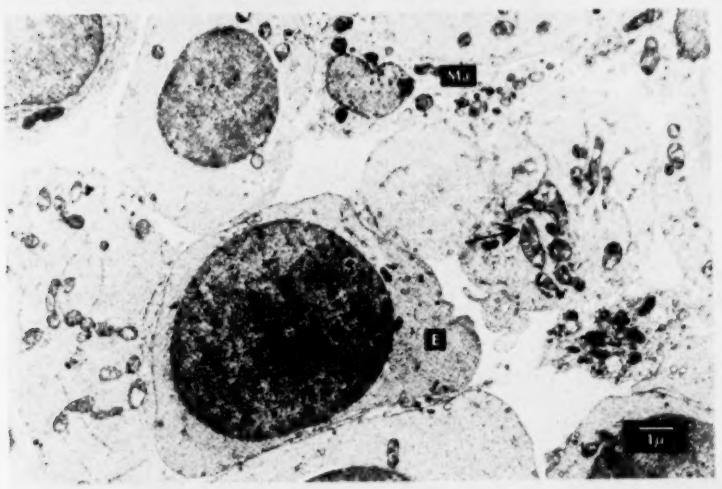
Despite evidence that absorption and utilization of iron is growth dependent, it still remains to be proved that limiting iron intake interferes with growth. Recent longitudinal studies in this country have linked growth limitation more to overall nutritional deficiency than to iron deficiency per se, but more information is needed. The association of iron deficiency with infection also requires further definition. Early studies by McKay more than 40 years ago indicated a higher incidence of infection in children with iron deficiency; several more recent workers have concurred, but others report no difference. The fact that infection can produce a secondary hemolytic anemia, frequently superimposed on an iron deficiency anemia, makes it difficult to clarify the issue. It has not been demonstrated that infection may be precipitated by iron deficiency.

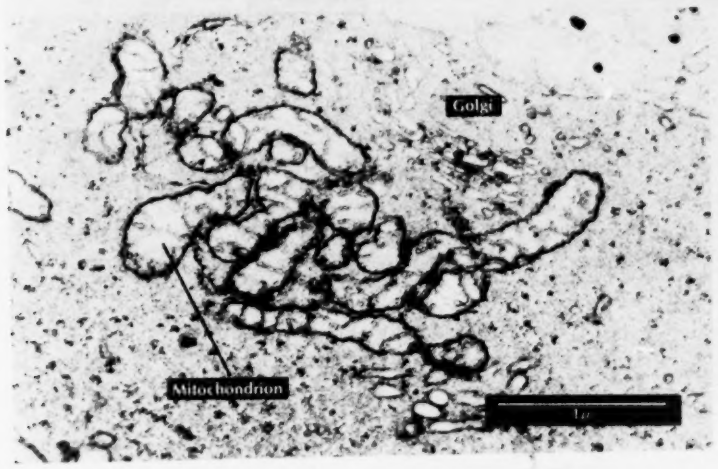
Currently, interest is focused on more subtle cellular effects of iron lack in various organ systems. Since red cell abnormalities due to iron deficiency are readily treatable, it has been assumed that other cells respond to treatment in a similar manner. But when cell types are classified according to rate of proliferation and life span, the possibility of sharp dif-





Effects of iron deficiency on myocardium have been studied by Goodman, Warshaw, and Dallman. In myocardium from a rat fed a complete diet ad lib *(top), the mitochondria and myofibrils have an orderly arrangement not seen in myocardium from a severely iron-deficient rat (lower electron micrograph); also, in the iron-deficient rat, many mitochondria include areas with only a single limiting membrane instead of the usual double membrane. Scale is 1μ* (Pediat Res 4:249, 251, 1970, *by permission*).

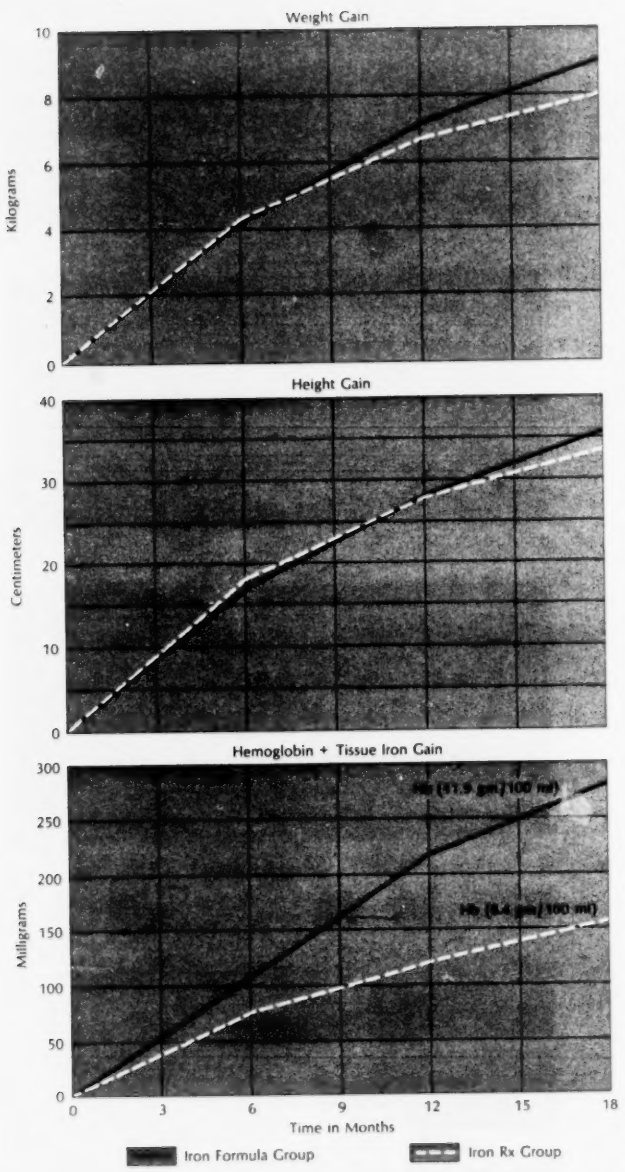




Changes in mitochondria in presence of iron deficiency have been studied by Dallman and Goodman in human bone marrow also. Top photo at left is erythroblastic nest from a normal child; it contains portions of a macrophage (Ma), a granulocyte (G), an erythrocyte (RBC), and many erythroblasts (E). Mitochondria of erythroblasts are normal in size and appearance. Note difference in erythroblastic nest at same magnification from iron-deficient child (center). Arrow indicates enlarged, sometimes swollen or vacuolated areas in mitochondria. Higher-power view of one late erythroblast from same patient (bottom) shows large grouping of mitochondria, an abnormality in this type of cell (Blood 35:4:501-503, 1970).

ferences arises. Rapidly renewing cell populations, as in blood, are highly susceptible to iron deficiency, but they also apparently have the greatest potential for repair. Where there is little cell proliferation, replacement by normal cells is less readily accomplished and the effects of iron deficiency could be more persistent. On this basis, the detrimental effects of iron deficiency may be quite important: Iron-containing heme proteins are a component of all body cells and vital intracellular enzyme functions depend on their continued presence. Whereas hemoglobin is concerned with oxygen transport to the cells, the mitochondrial heme proteins are necessary for utilization of oxygen to produce cellular energy. Other cytochromes in the endoplasmic reticulum appear to function in catabolism of endogenous compounds and exogenously administered drugs.

Studies by Gubler et al. and by Beutler more than a decade ago demonstrated that cytochrome oxidase systems were affected in iron deficiency. Currently, Dallman and coworkers in California have been seeking more precise data on how cytochromes and other heme proteins are affected by iron deficiency in tissues other than blood. It has been shown experimentally that moderate iron depletion during a brief period of rapid growth causes profound depression in tissue heme protein concentrations. In newborn rats so treated, cytochrome C is reduced by almost 40% in intestinal mucosa and skeletal muscle; at this time growth is not stunted and



Incorporating iron in milk is more effective in preventing iron deficiency anemia than giving it by some other route, as indicated above. One group of low-birthweight infants studied by Gorten et al. in Baltimore received 12 mg/qt of iron daily in formula; for another group the same quantity was prescribed but it was not incorporated in milk. At 18 months 80% of infants in the latter, none in the former, group had developed anemia.

animals are not severely anemic.

Histochemical analysis of jejunal biopsies shows cytochrome repair within 24 hours after iron-deficient rats are treated with medicinal iron. Rapid cytochrome repair has also been shown in the few patients similarly studied, occurring within 36 hours after initiation of iron therapy. On a subcellular level, Dallman and Goodman have also demonstrated mitochondrial abnormalities in liver, heart, and bone marrow; again, these are reversible with iron therapy.

The functional consequences of these tissue and cell changes with iron deficiency are as yet only a matter for speculation. Clinically, iron-deficient children are known to be apathetic and irritable; with treatment there is prompt personality change. Could this be a manifestation of early repair of cytochrome oxidase systems functional in brain metabolism? In any case, the findings support the "new" view of nutritional iron deficiency as more than a hematologic disorder. Fortunately, by ensuring sufficient intake of exogenous iron from dietary or other sources from the time when it is first needed, such functional manifestations can be prevented.

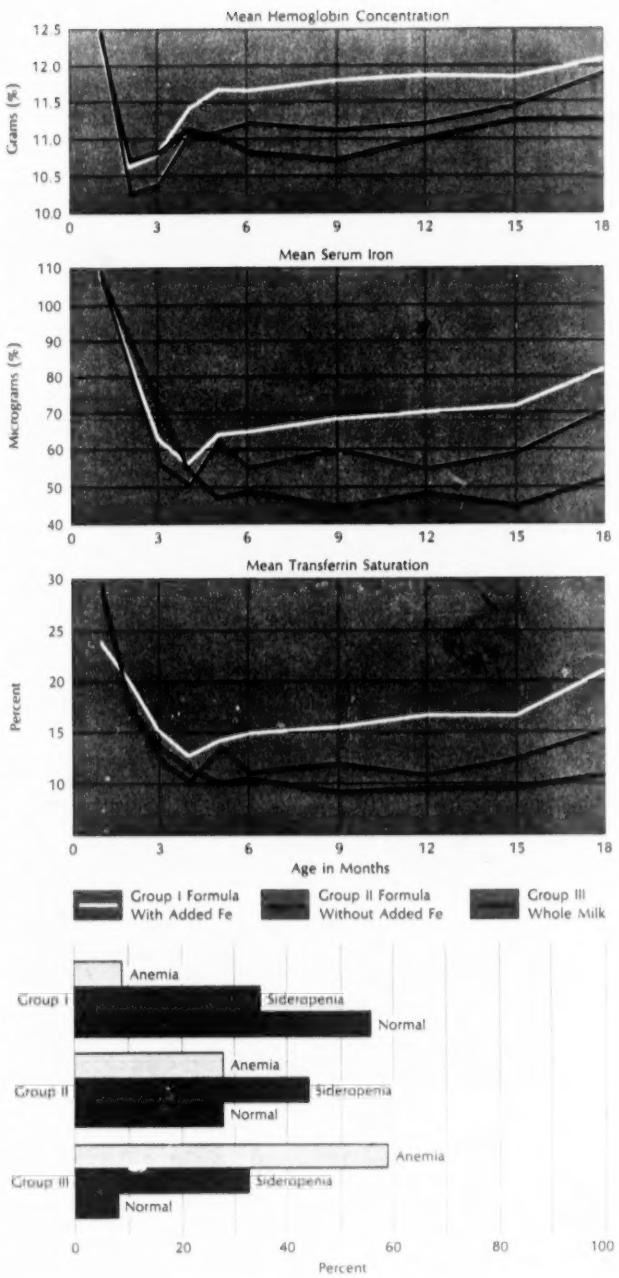
A persistent misconception, among physicians and nutritionists alike, is that little or no absorption of administered iron can occur in the first three months of life: Red cell breakdown during that period yields more iron than is utilized for hemoglobin synthesis; hence iron supplementation would have no effect on hemoglobin level. In truth, iron is efficiently absorbed during the earliest months; it is also efficiently utilized in hemoglobin formation. Definitive information in this regard has been obtained from studies of low-birthweight infants whose accelerated growth rate, as noted, creates a sharper demand for exogenous iron. Using labeled-isotope techniques, Gorten et al. demonstrated absorption of orally administered iron as early as the first week of life. When a tracer dose of Fe^{59} was given at that time, a considerable portion was detectable in circulating hemoglobin six to eight weeks later. Further studies by these and other workers clearly showed that nutritional iron deficiency could be pre-

vented in low-weight infants by dietary iron supplementation.

For example, the Baltimore group studied the relationship of dietary iron, growth, and rate of iron utilization in two groups of low-weight infants, one of which was fed an iron-fortified formula providing 12 mg of iron per quart and the other the same formula without added iron. Strained and solid foods were added to the diet of each group on the same schedule. Both groups showed a similar early drop in hemoglobin concentrations, but from the 14th week of life on, the infants receiving the fortified formula had significantly higher mean hemoglobin concentrations than the control group. Hemoglobin concentrations lower than 9 gm/100 ml occurred in only 6.4% of treated infants, as compared with 26.5% of control infants. This difference would have been even greater if control infants had not been dropped from the study to receive treatment as they developed anemia (as 54% did by the age of six months).

Moreover, at 48 weeks only 39% of infants who were not fed iron-containing formula could be considered free from iron depletion, while no iron deficiency anemia had developed in any child fed the fortified formula. When infants who became anemic were treated by being placed on the iron-containing formula, the mean quantity of iron utilized by them for hemoglobin formation was 0.62 mg/day as compared with 0.15 mg/day previously, a finding consistent with the increased rates of absorption and utilization previously observed in the isotopic studies.

Clinical observations in full-term infants add weight to these conclusions: For example, in inner city



To compare the effects of the type of milk consumed on the iron nutrition of normal infants, Hunter in Seattle followed 66 children for 18 months. Groups I and II received the same proprietary formula either with or without added iron; Group III, homogenized whole cow's milk. No other specific feeding instructions were given the mothers. Iron deficiency was defined as an Hb concentration below 11 gm/100 ml on two consecutive visits after six months of age plus sideropenia, or as a transferrin saturation below 15%. Incidence of iron deficiency during the course of the study is shown in the bar graph.

Chicago, Andelman and Sered fed infants an iron-containing formula for the first six to nine months of life; solid foods were introduced according to standard pediatric practice. All were followed for 18 months, by which time anemia had developed in 9% (as compared with the 76% previously noted who developed iron deficiency anemia). Interestingly, at one year of age hemoglobin concentrations in infants started on the iron-enriched formula in the hospital, "early starters," were significantly higher than those in infants started on iron-containing formulas at the time of their first clinic visit.

In a Seattle study Smith and Hunter followed three comparable groups of term infants from birth to 18 months of age: Little or no anemia appeared in infants on an iron-supplemented formula; there was a significantly greater incidence in infants fed a non-supplemented formula, and twice again as much in infants on homogenized milk. In all three groups iron intake from all sources provided at least 1 mg/kg/day, the currently recommended intake for term infants. (For prematures and others with special needs the recommendation is for 2 mg/kg/day.)

From such studies has come important practical information on prevention of iron deficiency anemia. First, it has been shown that the efficiency of absorption of various forms of dietary iron depends greatly on the food in which the iron is contained. A typical portion of iron-enriched cereal may fulfill an infant's daily iron requirement but still not meet his needs because of poor absorption of the iron used for cereal enrichment. One proof is that iron enrichment of infant cereals has brought no decrease in the incidence of nutritional iron deficiency.

According to nutrition research, iron in the form of ferrous salts is the most readily absorbed; unfortunately, this is not the form presently used in enriching cereal products. Sodium ferric pyrophosphate and reduced iron, the forms generally used in this country, are relatively poor iron sources. Moreover, even if they weren't, infant dietary surveys indicate that actually only a small portion of daily caloric intake in the first several months is in the form of cereal.

Logically, some form of milk would seem the suitable vehicle for dietary iron enrichment in infancy and, indeed, iron-containing proprietary milk formulas have been available for more than a decade. But they have never gained much favor among physicians, in part because of the lingering belief that iron binding by phosphates in milk renders the iron unavailable. This could scarcely be true, or studies with iron-fortified milk formulas – such as those cited – would not have consistently shown improved iron nutrition. But some beliefs die hard. According to a recent survey by the American Academy of Pediatrics' Committee on Nutrition, less than 30% of milk formulas currently prescribed by U.S. physicians contain added iron, despite earlier committee recommendations to physicians emphasizing the value of formula iron enrichment. The complaint that iron additives increase incidence of gastrointestinal distress is sometimes cited in explanation, although there is no evidence that this is a significant clinical problem. More typically, since nutritional iron deficiency of the degree commonly seen is rarely life-threatening, it is assigned fairly low priority among health problems. To the extent that it is recognized as important, it is thought to be limited only to severely deprived children. As has been suggested, this may be too limited a view. For more privileged infants, too, iron lack may well be the most common nutritional deficiency.

In its most recent advisory, issued late last year, the academy's nutrition committee "strongly" recommended that iron-supplemented formulas be used "as the rule rather than the exception" whenever proprietary milk formulas are prescribed. "There seems to be little justification for continued general use of proprietary formulas not fortified with iron," committee members concurred.

Moreover, since in practice proprietary milk formulas are rarely used beyond the first six months of life, the committee also called for an educational effort on the part of pediatricians and other health professionals to convince mothers "to continue use of an iron-fortified formula as long as an infant is bottle-fed, and then use the same iron-fortified formula as beverage milk along with the usual solid foods until the infant is at least 12 months of age."

That cow's milk, often introduced very early in life, adversely affects iron nutrition is now well established. The high-protein, low-iron content of cow's milk appears to interfere with biologic availability of iron; also, enteric blood loss appears to be associated with cow's milk ingestion. Radioisotope studies done as long as a decade ago indicated excessive enteric blood loss in some iron-deficient infants; according to recent work by Lahey et al., milk-induced blood loss occurred in fully 50% of a group of infants with iron deficiency and anemia. Allergic gastroenteritis due to milk intolerance has been cited as a possible mechanism, but this remains an open question. Whether milk-induced blood loss is a common problem also needs to be resolved. If a substantial number of infants do so react, iron enrichment of fluid whole milk might be inadvisable since chronic blood loss could override the nutritional benefit. If not, iron-fortified fluid milk, whole or evaporated, could meet iron needs during the latter part of the first year. Such milk is now sold in a few localities. Resistance to wider distribution of iron-enriched evaporated milk is associated with color changes seen when the milk is used in cooking or in coffee; addition of iron accelerates rancidity in pasteurized whole milk. Perhaps a professional and public education program could reduce some of these objections.

Clearly, the occurrence of nutritional iron deficiency in the pediatric age group warrants greater concern among physicians in practice; it warrants even more concern among physicians and others involved in public health programs. Experience with other nutritional deficiencies has shown that once they are acknowledged as public health problems, the chances are good that they will be dealt with effectively. This was certainly the case in control of rickets and scurvy, accomplished by dietary programs that protect the public against the relevant vitamin deficiencies. Acknowledging nutritional iron deficiency as a significant public health problem among infants and young children is thus a crucial first step toward its elimination. □